EMPLOYMENT SERVICE REVIEW

MAY 1966

action for youth

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EMPLOYMENT SERVICE REVIEW

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U.S. DEPARTMENT OF LABOR
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MANPOWER ADMINISTRATION
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BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

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BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
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New Dimensions in Employment Services for Youth

DEPOSITED BY THE
UNITED STATES OF

FRANK H. CASSELL
Director
U.S. Employment Service

Nineteen sixty-five marked the beginning of a period of innovation and change, and of major advances in the youth-serving programs of the Federal-State Employment Service.

Heralding a new approach to dealing with the employment problems of young people seeking a productive and rewarding place in the world of work, the first Youth Opportunity Center opened its doors in Memphis, Tenn., on February 15. Thirteen months later, there were 127 YOC's in 101 areas, from Anchorage, Alaska, to Miami, Fla.

A booming national economy opened unprecedented numbers of new jobs—to young workers as well as to others—at every level of skill. Six out of every 10 young men and 4 of every 10 young women aged 16 to 21 were working or looking for work during 1965. These young workers, numbering 9.1 million, made up 12 percent of the Nation's work force. Rapid gains in employment brought a moderate drop in the unemployment rate for youth from 14 percent in 1964 to about 10 percent in the first quarter of 1966. Nevertheless, the nearly 1 million jobless youth continue to account for almost one-third of all unemployed workers, and their unemployment rate remains close to three times the rate for all workers. For nonwhite youth, the hurdles to gainful employment were even higher—their jobless rate of 20 percent in recent months is twice that for white youth.

National focus on the problems of jobless youth has emerged during the past 4 years out of a growing understanding of the social and economic forces that have given rise to these problems, as well as out of their massive and potentially explosive nature.

While young workers can be expected to experience some unemployment as they seek to establish themselves, we have come to recognize that the problem of unemployment falls with disproportionate weight on certain sectors of the youthful population—those most severely disadvantaged by reason of lack of education and skill, cultural deprivation, or discrimination.

The problem of youth unemployment is now seen in the broader context of the problem of poverty and disadvantage which afflicts a large segment of the Nation, and which has taken on some of the characteristics of an "inherited trait" for many millions of Americans.

It has also become obvious that many existing social, educational, and economic institutions are not, in fact, providing equal opportunity for whole groups of young people to find a productive and satisfying place, even in a vigorous and rapidly expanding economy.

Because of the great variety and complexity of youth problems, many different programs have been undertaken to meet the varying needs of individuals. Major pieces of legislation enacted by the Congress, supplemented by administrative program actions, are designed to attack and solve these multifaceted problems. These include the Manpower Development and Training Act, as amended, the Vocational Education Act, the Civil Rights Act of 1964, the Economic Opportunity Act, the rehabilitation program for Selective Service rejectees, and the President's Youth Opportunity Campaign.

Since employment is perhaps the most important key to solving the problems of youth, the U.S. Employment Service, through its affiliated State Employment Services, has become the focal point for implementing and coordinating community and governmental youth services.

Although job opportunities may be available, many unemployed youth are virtually without the tools necessary to become employed and consequently require *pre-employment preparation tailored to meet the particular needs of the individual.* Even relatively low-level jobs require more education and disciplined work attitudes and habits than these youth have acquired in the course of years of poverty and cultural deprivation.

The Federal-State Employment Service has long provided special counseling and placement services for youth. Rapid growth in the numbers of youth entering the work force in recent years and the development of special work and training programs for them are paralleled by corresponding increases in Employment Service activity for youth. The number of youthful applicants is not only growing rapidly, but also accounts for an increasing share of local office services. New job applications from applicants under 22 years of age in 1965 totaled nearly 4.3 million, up 14.8 percent from the previous year. About 1.8 million placements of youth were made in nonagricultural jobs, a 14.7-percent increase, and 782,000 were given counseling service, a rise of 11.2 percent. An additional 1,164,000 placements were made of youth in agricultral jobs. Services to youth, which accounted for about 30 percent of all local office activities in 1963 rose to nearly 40 percent in 1965.

The need to strengthen and redeploy Employment Service resources grew in urgency as increasing demands were made on the nationwide network of local offices to participate in the new programs for youth. As additional

The YOC's test young jobseekers to determine their capabilities.

funds were made available by the Congress, separate Youth Opportunity Centers were set up in major metropolitan areas, with a concomitant expansion of staff, intensive training of both new and reassigned personnel, and development of new techniques and approaches for reaching and serving disadvantaged youth. *The new emphasis is on increasing the employability of youth through counseling, referral to vocational and and prevocational training, and to the new work-training programs.* As young people acquire job skills and other work-related habits and attitudes, they will constitute a growing source of well qualified referrals, while their own self-confidence will increase as they find ready acceptance by employers.

The counseling interview is one of the important early steps for an applicant in the Youth Opportunity Center.

Serving Through Youth Opportunity Centers

Youth Opportunity Centers are the outgrowth of a new concept in providing employment services specifically geared to the needs of youth, at locations separate from the existing local offices. They provide young jobseekers with a clearly designated place to go for highly personalized service tailored to their individual needs. By the end of fiscal year 1966, Youth Opportunity Centers will be operating in 139 areas at 175 locations to serve about 52 percent of the youth population of the Nation.

Going Out to the Youth

A most important element in this new concept of youth employment service is outreach to disadvantaged youth. Located on the periphery between slum areas and business districts, the Centers are close to large concentrations of the youthful disadvantaged.

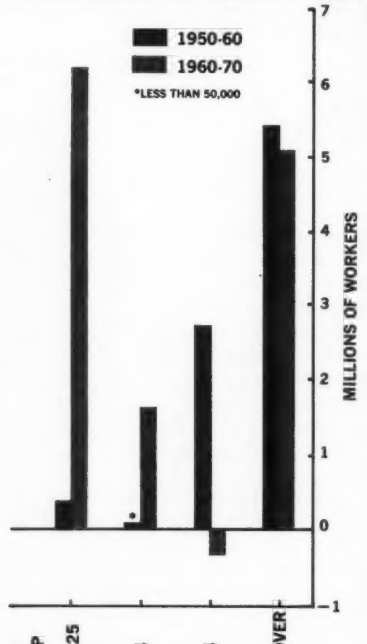
However, since many are too alienated and suspicious of authority or too discouraged and apathetic to come to the Centers on their own initiative, specially trained community workers go out into the slum areas to bring in those who are reluctant to come on their own. These community workers are selected on the basis of their ability to relate to and serve as a link between the Centers and the young people to be served.

The Youth Opportunity Centers emphasize development of the employment potential of youth by helping them to overcome the deficiencies in education, training, motivation, and attitudes that affect their employability. To foster a strong counselor-counselee relationship and assure personal and sustained service, the counselor who establishes initial relationship with a young person when he first enrolls will see him through all phases of assistance, including followup to assure satisfactory adjustment to training or employment.

The Centers work closely with other community agencies and government programs. The community resources called upon may range from health and education facilities to social and family welfare agencies, law enforcement and parole authorities, and legal aid associations. Provisions have been made for the YOC's to secure the services of consultants when needed, to assist the staff in understanding youth problems, and for consultation about individual youths. These consultants may be psychiatrists, psychologists, educators, health specialists, or social welfare experts.

An Advisory Committee is an additional source of help to each YOC to give guidance in operations and policies and to assist in securing and maintaining the community support

MORE YOUNGSTERS ARE ENTERING THE LABOR FORCE



and cooperation essential in solving youth's employment problems. Members of the Commitee are drawn from industry and business, health and welfare agencies, civic, service, and professional organizations, unions, neighborhood groups, Selective Service Boards, minority group and other specialized organizations. A number of national organizations such as the American Legion and the General Federation of Women's Clubs, have stimulated their local affiliates to participate. While a good beginning has been made, a great deal more effort must be made to draw all elements in the community into active participation and cooperation in all phases of the Centers' program and activity.

From February 1965, to yearend, YOC's in operation reported 421,000 new young applicants served. Counseling service was given to 160,000, and over 100,000 were placed in jobs. In the last half of 1965, 40,500 youths were referred to Neighborhood Youth Corps projects, almost 5,000 to the Job Corps, and 11,000 to MDTA training.

In areas not served by Youth Opportunity Centers, the local Employment Service offices are serving youth with increased emphasis on developing their employability. Augmented staff made possible by additional appropriations for fiscal year 1966 are being used to provide the more intensive services offered by the YOC's including counseling, aptitude testing, and referral to training or jobs.

Over the years, the Employment Service has developed a cooperative program with the schools, designed to help high school seniors make the transition from school to job. By arrangements between the YOC's and other local offices with about half of the Nation's high schools, more than 600,000 seniors planning to enter the job market after graduation were given assistance by the Employment Service in 1965. Of the 600,000 registered and given information on occupations and the job market, some 350,000 received further counseling. Most of these young people were tested through use of the GENERAL APTITUDE TEST BATTERY supplemented by measures of interest and proficiency. In expanding the school program, attention is increasingly directed to extending service to more rural areas and to predominantly Negro and other minority group high schools.

Since this program is concerned primarily with young people who have the advantage of a high school education, it is often supplemented by arrangements to reach those more likely to encounter serious problems in the job market. These arrangements provide for identifying and assisting the potential school dropout before he leaves school, if possible. However, many leave on reaching legal age with little or no notice of their intention. The Youth Opportunity Centers follow up on individual dropouts through volunteers and community workers, making home visits when necessary to persuade the youth either to continue his schooling or to enroll for further training to better his job opportunities.

Training and work experience programs for youth developed under the MDTA and the Economic Opportunity Act have greatly broadened the range of measures and services through which the Employment Service can meet the varying needs and problems of young workers.

MDTA training classes help many young people prepare for future jobs. Below, a class in small offset press operation; right, bench lathe operation.

Manpower Development and Training Act

Those seeking jobs but lacking occupational skills may be referred to vocational training under MDTA. Prior to development of a youth training project under MDTA, the Employment Service surveys the community to determine the need for trained workers in one or more occupations suitable for training in order to establish the "reasonable expectation of employment" required under the Act. The potential applicant supply in the community is also surveyed to determine whether there will

Comradeship is a big part of life in the Job Corps.

be a sufficient number of enrollees to justify the training. Following arrangement with local vocational education authorities to establish the training courses, the Employment Service recruits, counsels, and selects youth for enrollment. Further counseling may be provided during the training period. Allowance payments to qualified trainees are handled through the local Unemployment Insurance offices.

Upon completion of the course, youth enrolled in the MDTA programs are provided with placement and followup services by the Employment Service.

The MDTA Amendments of 1963 provided for basic education in such subjects as reading, writing, language skills, and arithmetic to help qualify the poorly educated for occupational training. Young people who were inadequately prepared or lacked specific occupational orientation have been referred to "multioccupational" courses under MDTA. These generally provide combinations of counseling, basic education, and a variety of occupational courses from which each youth may select the one for which he is best suited.

During 1965, about 43,200 young people aged 16 to 21 were enrolled in MDTA institutional (in-school) programs, and accounted for 42 percent of all enrollees. Some 75 percent of those completing their courses have been placed in jobs.

The on-the-job training program has provided fewer, though expanding, opportunities for youth. In 1965, the number of youth in OJT projects was about 4,000, or 39 percent of all such trainees. Nearly all who complete OJT training are placed in jobs—usually with the employer who provided the training. Much greater efforts must and will be directed toward a major expansion of OJT opportunities for young people.

Referring Disadvantaged Youth to the Job Corps

Job Corps camps, established under the Office of Economic Opportunity, provide counseling, education, work experience, and occupational training for deprived youth whose needs can best be served in residential centers away from the adverse influence of their home environment.

The Employment Service has an agreement with the Job Corps to provide recruitment and screening services for about 90 percent of the male Job Corps enrollees and about half of the young women in residential centers.

Since Job Corps enrollees must be below the age of 22, Job Corps screening is carried out primarily in Youth Opportunity Centers and in youth services units of local offices. Screening services include obtaining parental consent for enrollment; arranging for medical examinations; counseling with the youth to determine his interests, aptitudes, and motivation; testing; administering the Job Corps oath; and finally, assisting the youth in arriving at the point of departure. In many instances, Employment Service personnel have shown extraordinary dedication in seeking out and screening needy young people for the Job Corps, especially in remote areas with very limited facilities.

The fiscal year 1966 Job Corps Agreement provides for additional staff allocations to State Employment Service agencies for carrying out the screening function. The agreement provides also for State coordinators of Job Corps activity, where needed, and for augmentation of regional and national office personnel.

In 1965, local Employment Service offices conducted more than 90,000 screening interviews of Job Corps candidates and referred 47,000 who passed the physical examina-

Neighborhood Youth Corpsmen, recruited through the Portland, Oreg., YOC, help to build trails in Portland's Forest Park.

tion and all other tests of applicant eligibility.

Under an agreement reached with the OEO in January of this year, the Federal-State Employment Service system now has responsibility for providing specialized job finding services to young men and women who have successfully completed Job Corps training.

Neighborhood Youth Corps Helps In- and Out-of-School Youth

Young people in need of income to help them continue their education, and those out of school and lacking job disciplines and skills may be referred to Neighborhood Youth Corps (NYC) projects. These are work-training projects developed by government agencies and nonprofit organizations under contract with the Department of Labor. Jobs are designed to accomplish needed work that would otherwise not be performed and are paid at the established minimum wage.

The Employment Service provides a number of services to the Neighborhood Youth Corps. Under a cooperative arrangement between the NYC project sponsor and the YOC or local Employment Service office, services provided include recruitment; testing and preenrollment counseling, and referral of youth for NYC enrollment; special counseling during work-training; and job development and placement for out-of-school youth completing training.

The discipline of the work situation and the satisfaction in earning a paycheck have been important factors in developing new attitudes and self-confidence in disadvantaged boys and girls placed in the NYC projects. The counseling sessions that are a part of most projects give these young people an opportunity to talk out some of their problems of job adjustment and strengthen their motivation to take advantage of the opportunities that further training and education can open for them.

Cooperating With Community Action Program

Whenever possible, the Employment Service coordinates its functions with the Community Action Programs established under the Economic Opportunity Act. Cooperation between ES and CAP is particularly evident in the establishment of the national network of YOC's. In each YOC community, approval of the YOC plan was obtained from the local CAP. The YOC makes extensive use of CAP facilities for remedial treatment and rehabilitative services for disadvantaged youth. In many communities, the CAP serves as sponsor of the NYC, for which the Employment Service provides recruitment and referral services.

Many of the CAP's implement their program through neighborhood centers. In a majority of these centers, the Employment Service has outstationed staff to provide manpower services. Where Employment Service resources are insufficient, the CAP may augment them to provide the additional staff and facilities needed.

Some problems have arisen as a result of delays—inherent in any new venture—in getting programs underway. The multiplicity of cooperating (and sometimes competing) organizations involved has resulted in some overlapping of projects and duplication of effort. As each organization gains fuller understanding of the functions and resources of the cooperating members, gaps in service can be filled and all programs will gain in efficiency and effectiveness.

Group interviews at Armed Forces Examining Stations are used to explain to military rejectees the training or job finding assistance available to them through the Employment Service.

Rehabilitating Selective Service Rejectees

At the direction of the President in 1964, the Secretaries of Labor and of Health, Education, and Welfare initiated a manpower conservation program to meet the needs of young men who fail the physical or educational tests given to Selective Service registrants. The Secretary of Health, Education, and Welfare was given responsibility for setting up a program for rehabilitation of those rejected for physical reasons, including psychiatric disorders. The Secretary of Labor was delegated to set up a program to help those young men rejected for failure to meet educational requirements, and the U.S. Employment Service, through its affiliated State agencies, was directed to implement the Department of Labor program.

Expansion of this program during 1965 has increased its scope and effectiveness. The target is a program that will contact each potential Selective Service rehabilitant at the point of rejection and provide referral to a complete range of remedial and rehabilitative services, including education and training, vocational rehabilitation, psychiatric and social welfare assistance, that will enable him to become fully employable.

Employment Service personnel are stationed at most of the 73 Armed Forces Examining Stations in the United States in order to have immediate contact and service available for all prospective rehabilitants.

Those who are rejected because of educational deficiencies are interviewed as a group and are invited to fill out a special interview referral form. Those who say that they want help from the Employment Service

are interviewed individually and referred to the local Employment Service office or Youth Opportunity Center in their home area for special assistance. Those who do not request help on the referral form are contacted by their local office and offered assistance as needed.

By the end of 1965, some 123,200 young men rejected by the Armed Forces had been interviewed by Employment Service staff either in the local offices or at the examining station. Nearly 38 percent were counseled, and about 35 percent were assisted by placement in jobs or by referral to MDTA training, the Job Corps, NYC, or rehabilitation agencies.

Use of Volunteers

To extend the resources of the Employment Service, volunteers have been recruited and trained in local offices. Some of these are VISTA workers, the corps activated under the Economic Opportunity Act, who receive token compensation; others are volunteers drawn from various sectors of the community who are willing to contribute talent, time, and energy to helping youth.

They are performing important auxiliary services according to their abilities and training. *Volunteers have been especially helpful in the outreach programs of the YOC's, in reception, and in transporting youths to appointments, to physical examinations, and to Job Corps destinations.* Increasing use will be made of volunteers in various capacities in all local Employment Service offices as they can be recruited and trained.

Strengthening of Staff

In strengthening services to youth, scarcity of well qualified counselors and other personnel is a continuing problem despite recent strenuous efforts to recruit and train staff. Personnel employed in the ES local offices who were transferred to Youth Opportunity Centers were given outservice training to prepare them for their work. This training, which was provided in 35 universities, was given to 1,087 staff members in 1965. Training is underway for an estimated 300 additional personnel to be transferred to YOC's in 1966. Typically, in a 3-week institute at a university, the training was designed to give these staff members a fuller knowledge of the special problems of disadvantaged youth and give them skills and techniques in dealing with them. Additional outservice training is being given in 1966, including training in group counseling and community relations.

The number of personnel in local Employment Service offices who spend some or all of their time in counseling has increased from about 2,900 in 1964 to more than 4,400 in 1965. Most of this increase is in the new Youth Opportunity Centers, where about half of the staff are counselors.

The CAUSE projects (Counselor-Advisor University Summer Education) were, however, the major source of new counseling personnel trained to work with disadvantaged youth. By taking advantage of available university facilities during the summer of 1964, CAUSE I provided trained staff for the opening of the first YOC's in early 1965. Of the 1,724 trainees satisfactorily completing CAUSE I, 70 percent were hired by the Employment Service. A similar project during the summer of 1965, CAUSE II, trained another 1,600 people for work with disadvantaged youth. Most of them have been hired by State ES agencies for work in the YOC's and other local offices.

The long-run solution to counselor shortages lies, however, in the further expansion of regular university training of counseling personnel, and higher salaries and greater opportunities for professional progress within the Employment Service.

Campaign for Summer Jobs

The Youth Opportunity Campaign launched by the President for the summer of 1965 was successful in stimulating national enthusiasm and cooperation in providing more summer jobs for youth. Nearly a million letters were mailed to employers, State Governors, mayors, and school officials to solicit their cooperation in the Campaign. Federal agencies were directed to find openings for one extra trainee for each 100 employed, and the Neighborhood Youth Corps was extended to take on an additional 25,000 boys and girls.

Through all new media, youthful jobseekers were urged to register with the Employment Service and employers were urged to place orders. More than 80,000 employers responded directly to local offices and over 2 million youths reported to register for work. A followup survey on the impact of the campaign revealed that 71,000 employers had hired close to half a million youth, at least one in five as additional workers.

Tasks Ahead for the ES

Broadening and strengthening programs for youth will require con-

(*Continued on page 56*)

One of the many CAUSE I and II graduates who have been hired to work with disadvantaged youth in the YOC's and other community agencies.

Welcoming Applicants at the YOC

AARON C. PHIPPS

The receptionist greets two new applicants at the Dayton YOC.

Making applicants feel welcome is an important continuing function of personnel of the Youth Opportunity Centers. Conceived as a different sort of employment office, the YOC must stress continuity of service if it is to accomplish its purpose through counseling, placing, training, and increasing the employability of all youth served by the Center.

The vocational problems of many youth, particularly those who have dropped out of school or are otherwise disadvantaged, are seldom solved in one visit. The existence and success of the YOC depend not only on the applicant's first visit to the office but also on his continuing to return for as long as necessary to achieve his vocational goal.

Disadvantaged youths generally find job-hunting to be a discouraging, frustrating endeavor. It may be a depressing, self-examining undertaking that drives him farther away from any chance of accomplishment.

It is not hard for us to imagine a youth who has faced the cold, impersonality encountered during job hunting stopping outside the YOC and debating whether to come in. "Will it be any different here?" he asks himself. "After all, people are people." Such negativism is hard to overcome.

Applicants are the best advertisers of the YOC. What they say will have a tremendous impact on others who have not visited the centers. If an applicant feels that someone at the YOC has shown a sincere interest in him, he will communicate this feeling and infect others with his enthusiasm. Recently, an applicant praised a Dayton counselor. "I can talk to you. You're just like a buddy!"

Where are the youth the YOC hopes to reach? Many of them are on playgrounds, in recreation centers, poolrooms, on street corners, or wandering aimlessly around town in small groups. Frustration, deprivation, disillusionment, and hopelessness are not new to them. But the YOC can be a break in this pattern, an opportunity for a better way for them and their children.

It is not enough to state that applicants should be made welcome. It must be understood as well that each of these youths is a person with great potential, and the YOC can be for him a way out of an apparent wilderness of frustration and uselessness. The YOC should make all applicants feel welcome. From the time they enter the center, they should be aware

Aaron C. Phipps is Supervisor of Office Counseling in the Dayton, Ohio, Youth Opportunity Center.

The waiting area.

Two young men fill out YOC application forms.

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that this is no ordinary place, that all of its people are here to serve them, that time and patience are standard procedure. Unlike the older jobseekers who will wait without complaint, much of this is new to the young applicants. Impatience must be expected. "What gives with this place?" asks an applicant. "I've been here 15 minutes and haven't been called yet."

Their fears and apprehensions must be understood; they want to be listened to, and to have a chance to talk about why they don't have a job but deserve a chance to get one. Some can't face a prospective employer without some reassurance. A girl confides, "I'm on parole, and I'm afraid nobody will hire me." A boy asks anxiously when being sent on a job order, "Does he know about my work record?" And when he is sent for a job interview, the applicant must be made to feel that this is not the end of the services, that if he does not get this job, he is not only welcome, but also urged to return. If he does not understand this, he may become lost and need to be found again.

Making the applicant feel welcome is a process that involves pleasantly greeting the new applicant, thoroughly explaining all the services, treating him with patience, informing him of unavoidable long waits, and inviting him to return as often as necessary. Care should be exercised at all times to insure that the youth is treated in a cordial manner, with professional courtesy extended to him throughout his tenure in the Center. Acknowledging or recognizing him on his return is a part of this process, but overdone, this may embarrass him and drive him away.

The youth is asking us for assistance—in finding a job, in locating suitable training, in finding himself in this work-a-day world. And we, as members of the YOC staff, must constantly strive to serve his needs in the most effective, courteous, and friendly manner possible.

Trailblazers

RICHARD J. COFFEY

What attributes are necessary to make a good, successful community worker? Perhaps the qualifications have never been fully established, but several essential ones are exhibited by two members of the Omaha Youth Opportunity Center staff.

These two men have shown the persistence and persuasiveness of an insurance salesman, the understanding of a father confessor, a bit of the art of the public relations man, the deftness of a sleuth, basic dedication, and a simple determination to help people.

Richard J. Coffey is Coordinator, Omaha Youth Opportunity Center, Nebraska Division of Employment.

A review of how our Community Worker Program got started is in order.

In September 1965 these two community workers came to the Youth Opportunity Center and were immediately sent to St. Louis University for training. At the completion of their 8-week stint in the classroom, absorbing pointers on the community and how to deal with its population, they returned to Omaha and started on their assigned task as community workers.

The Community Coordinator taught them Employment Service procedure and how to keep records and prepare reports. One of the most important forms they keep is the Control Sheet on which information is entered concerning each applicant's progress. A quick glance reveals whether he is employed, in training, or has been referred to a counselor pending a report. The Control Sheet has proved invaluable in preventing an applicant from being "lost."

Next, a plan was worked out in detail calling for the two community workers to visit young people who have become so disheartened, discouraged, and disappointed through repeated failures that they have little motivation left.

It is well to point out here that these two men had been raised and educated on Omaha's near North Side. This background provided them with firsthand knowledge of the area in which they would do most of their work. They knew the people and many knew them.

Both men had attained sports honors during their school days. They found that a sports background is a tremendous asset in establishing rapport with the youth they contact.

The first step in the Omaha Community Workers' Program was to solicit the help of the heads of numerous local social and welfare agencies. Names of those who needed our assistance were freely given. Meetings were held at the YOC, and

The Community workers interviewed applicants at the Omaha YOC.

individual problems were discussed and ironed out.

One hard and fast rule was adopted. We would not, in any case, contact an applicant if another recognized agency was involved without first getting clearance from that agency. This system has provided an excellent means of obtaining background material on applicants. No agency has failed to cooperate.

The community workers started knocking on doors. At the end of a visit with a disadvantaged youth, an interview was scheduled for him at the YOC. The community workers make it a practice to be in the office at the time the individual is to appear so that someone he knows is there to greet the applicant when he enters. In this way the "ice is broken," and after a little talk with one of the community workers, the applicant is referred to counseling where he can be offered YOC services. In many cases, training is the answer; in others, a job referral.

The community workers visit many of the neighborhood retail stores to inquire about youth in need of help. They always leave a business card and have received many leads to needy youngsters from these businessmen.

Housing projects provide another good opportunity to tell our story. At the invitation of the building manager, the community workers station themselves in the lobby once or twice a month. They usually are given a desk where they dispense information and direct young people to the YOC.

Religious welfare organizations are more than ready to be of assistance. They know of the hardship cases such as those out of work, those who need training, and those families who need help. One such organization is the Kellom Community Council operated by a priest and his small, dedicated staff. This group has the community workers come 1 day a week to talk to the many individuals who inquire about jobs, training, the Job Corps, and other YOC programs. Those interested are urged to contact the YOC and are generally referred to a counselor.

Chance meetings with friends on street corners, in club meetings, and church gatherings also have proved an excellent source of referrals.

It is not unusual for a community worker to find a family or individuals who are vitally in need of other welfare services in the community. On more than one occasion, a referral has been made to the Commodity Food Center or to one of the many United Community Services agencies. No family visited has shown any hostility or resentment but has appreciated the interest of the community worker.

Community relations are a vital link between the YOC and those it serves. Such a program must be alert; it must involve those who need it.

The community workers have helped mark a path toward human conservation, assisting to make life more worth living for many and enabling the disadvantaged to find dignity and self-support through their own efforts. A helping hand has pulled more than one out of an abyss of hopelessness and desperation.

There is much yet to be accomplished. However, we believe that our efforts are pointed in the right direction. Our objective is to attract those who are not aware of our services and to show them a way to a more fruitful existence.

YOC's refer applicants to MDTA training courses where they can learn skills which can be used in the world of work.

Taking Stock of

Joe didn't remember his father. For his two younger brothers and a sister, as well as his mother and himself, the monthly welfare check was the main source of support. Too much of Joe's time had been spent on street corners and in pool halls, but he picked up a buck now and then running errands. He had been rejected last year, at 18, by the draft.

Joe had never been in a State Employment Service office before, but now he was talking about himself to a YOC counselor. He felt, oddly enough, that what he said and wanted was important to the counselor. He soon found himself going back to the YOC, for interviews and even for testing.

Within 2 weeks of his first visit to the YOC, Joe was offered a job with the Neighborhood Youth Corps. He was a member of a work crew assigned to cleaning up the city's parks. Then came his big chance. The counselor told him about an on-the-job training opening as a cook trainee. Maybe because he'd had so many hungry days in his short life, Joe had always dreamed of becoming a cook. He was hired. Joe's boss is pleased at his dependability and native intelligence. In the fall, Joe plans to enter night school to get his high school diploma. He'd like to run a hamburger haven of his own some day. With the help of the YOC, Joe has escaped the tight traps of the past for the open vistas of the future.

Employment Service Review

Neighborhood Youth Corpsmen clear away brush at Inspiration Point in a Portland, Oreg., city park.

ck of the YOUTH OPPORTUNITY CENTERS

THE PLACE TO GO TO GO PLACES

HARRY KRANZ

A WICS volunteer at work in the Des Moines YOC.

Joe is not untypical of the 421,000 applicants served by the national network of Youth Opportunity Centers from the time the first YOC opened in February 1965 until the end of 1965. Fifty-five percent of the applicants have been young men; 43 percent were 18 or 19 years old. Like Joe, 77 percent were unemployed and 15 percent were still in school. Only 6.7 percent had jobs when they came to the YOC, but nearly half of these were underemployed. More than half were school dropouts, 49 percent leaving while in the 9th to 11th grades and the rest without completing grammar school. Sixty percent of the dropouts had been out of school for more than a year. More than 12 percent of YOC applicants were already married and one or more dependents were being supported by 11.4 percent.

The YOC that Joe visited was one of 129 operating by April 15, 1966, in 101 communities throughout 50 States, Washington, D.C., and Puerto Rico, and dedicated to serving youth 16 to 21. By June 30, 1966, it is hoped that more than 175 YOC's in 140 cities will be in full operation, serving 1 million youth this year with outreach, counseling, testing, job development, placement, followup, referrals to training and remedial services, and helping to reduce further the critical 11 percent unemployment rate for the 16-to-21-year age group, still four times as high as that for adults over 22. With the establishment of youth personnel and youth units in other ES offices and mobile teams in many rural areas, improved employability services are being extended to additional thousands of youth.

Physical Facilities

By April 15, 1966, more than 108 of the 129 operating YOC's were located in offices separate from those of the other local employment offices. Many have attractive facilities specially designed for their youthful clients. Informal reception areas, decorator and upholstered chairs, coffee tables and ash trays, add to their comfort. The decor includes colorful wall paint, pictures and attractive posters. Magazines and leaflets dot the coffee tables. Flower boxes partition the reception rooms.

Because of the many advantages of separate locations, efforts are continuing to open the remaining YOC's in new facilities as quickly as possible.

In Salt Lake City, Utah, YOC staff have arranged with the postmaster to collect unclaimed magazines for the Center's sofa-lined reception area. When the Newark, N.J., YOC found that many of its applicants were hungry, the staff arranged

A YOC referral and his instructor in the electrical-electronic repair area at an MDTA school.

Harry Kranz is Assistant Administrator for Manpower Operations, Bureau of Employment Security.

for cookies and milk to be served in the intake area.

Apart from their reception areas, many YOC's have gone ahead with imaginative use of available visual aids. Occupational films are supplemented with others that not only raise the horizons of applicants, but make group sessions more interesting. Several have arranged to transport youth for personal observation of jobs being performed at prospective employers' premises.

Outreach

Obviously, the YOC's cannot find jobs or training for youth if they cannot find the youth. Thousands of the most disadvantaged of our young people are submerged in urban ghettos or up the back roads of barren hills or rural areas. In 1965, 32,000 youth were brought into YOC's through outreach.

The home visit technique was tried in Mt. Vernon, N.Y., utilizing lists of dropouts furnished by the public schools and in Casper, Wyo., through the use of the Salvation Army's Christmas Basket list. Youngsters have been sought out in their own neighborhoods in Honolulu, where the YOC has used its corps of Community Workers; in San Antonio, which used 42 NYC enrollees of the SANYO program; and in Rochester, N.Y., where a small van has been outfitted as a "recruitmobile." Five outreach stations have been opened in Wichita, Kans., each staffed by a YOC counselor paid for by the local Community Action Program. YOC staff in Providence, R.I., are carrying their message directly into many homes by daily appearances on a local television program.

Several Centers have been contacting young people who are soon to be released from correctional institutions. Lynn, Mass., successfully placed seven parolees who had been counseled and tested in that Center's "Within the Walls" project. Nearly all of the youth contacted in the Maryland Training School by the Baltimore YOC have come to the Center for assistance upon their release.

Nevertheless, only 8 percent of all YOC applicants have come to the YOC's as a result of outreach. More than half have come on their own initiative, and 16 percent have been referred by schools and agencies.

Counseling and Testing

In the YOC's, nearly 160,000 youth were given 250,000 counseling interviews in 1965—133,500 for the first time. Increased use was also being made of group counseling. Nearly 1,000 group guidance sessions were held at the YOC's in 1965. However, it is already apparent that there are at least two major problems in the counseling area. First, counseling loads are too large, posing the choice of providing a "once over lightly" for many youth or in-depth counseling for a selected few. Second, many youth demand jobs and are reluctant to participate in counseling, testing, and training. In areas where there are NYC projects, these have eased the problem, but more effort must be spent in providing stop-gap employment as a means of keeping applicants close to the Centers and their services.

Many youth can be guided to appropriate careers and jobs by the General Aptitude Test Battery and other tests developed over the years by the Employment Service. The YOC's tested nearly 150,000 youth in 1965. But for many nonverbal, failure-prone young persons, the traditional ES tests are not applicable. Relatively new tools, like the nonreading measures of ability given to 3,300 youth and the educational achievemnt tests given to more than 4,000 youth in YOC's in 1965, have been helpful in referring the disadvantaged to jobs and training.

But the time has come for YOC's to adopt new methods, such as work tryouts and the sample technique, to help evaluate the job potential of disadvantaged youth. Experiments in recent years involving State and private agencies working with disadvantaged youth, show that these methods give a fairer appraisal of the youth's ability to learn than formal tests. Work tryouts have been used in various ways for some time, and this approach has been found valuable in MDTA training centers. The work sample technique will be introduced into selected YOC's during the coming year. This technique substitutes job-related materials, tools, and equipment of the type used in actual production, for paper and pencil tests. The objective is to expose the youth to a number of occupational tasks so that his skills can be evaluated and a basis established for determining instruction and counseling needs. It acquaints the youth with a variety of occupational tasks to be performed in a simulated work environment. The work sample method also enables the counselor to observe other job-related skills, such as the ability to follow oral and written instructions, relationships with the instructor, and interest in the task. Finally, the work sample method begins training during the evaluation period, inasmuch as the relatively wide exposure to job tasks is a useful training experience.

Job Development and Placement

Statistics alone cannot begin to tell the story of how YOC efforts have brought new meaning to youth whose lives have been spent on the streets of America or locked away within its institutions. Take, for example, the young man who reported to the YOC in Phoenix, Ariz., the day he was released from a 3-year stint in a Federal prison camp for juveniles. While in the prison, he had worked on the maintenance and operation of dry cleaning and laundry machines, and, although he liked this work, he was apprehensive because of his prison record. Working in cooperation with the youth's counselor, a placement interviewer called on a number of cleaning establishments and finally developed a job opening for the youth. He is now a permanent employee with a promising future of increased responsibilities for both machines and people.

While adult placements declined slightly from 1964 to 1965, youth nonagricultural placements rose by 15 percent. To help undereducated, unskilled, and disadvantaged youth

find employment, the YOC's made over 30,000 job solicitations and 27,000 job development contacts in the second half of 1965. More than 100,000 youth placements have been made during the short life span of the Centers, some 73,000 during the last 6 months of 1965. Thirty-one percent of nonagricultural placements were in unskilled occupations, 30.7 percent in clerical and sales positions, and 20.3 percent in the service trades.

Remedial Programs

The YOC's refer applicants to MDTA training projects, provide counseling, and continue with job placement and followup when training is completed. From July 1, 1965, to the year's end, almost 11,000 YOC applicants were enrolled in MDTA training. However, problems have arisen in the area of allowance payments. Out-of-school NYC youth are paid at twice the rate, and in-school NYC youth at nearly the same rate, as MDTA enrollees in training for 40 hours per week. This disparity is particularly serious because the logical progression is from NYC projects to MDTA training. Another obstacle is the legal limitation on the number of youth who may receive MDTA allowances. As the unemployment rate continues to decline, the percentage of unemployed who are youth may increase. These problems may require legislative attention, but could also be alleviated by greatly expanded efforts to provide on-the-job training, especially for youth.

The YOC's referred almost 5,000 young men to the Job Corps in the latter half of 1965. YOC's and local offices screened and referred 90 percent of the nearly 52,000 young men referred to the Corps during 1965. But a serious problem exists in filling Job Corps quotas. Although there were only 20,300 enrollees in the Job Corps Centers as of January 31, 1966, the Employment Service had a remaining quota of 30,100 to be filled by June 30.

Many States report that the quota-filling requirement exerts pressure to divert staff from other programs in order to recruit and screen the needed candidates. Moreover, youths who might better be served through MDTA, NYC, or other programs may be encouraged to enter the Job Corps in the attempt to fill that quota.

YOC's have the major responsibility for screening out-of-school youth for NYC. During the coming year, additional thousands of youth will seek to enter the NYC, but many will be confronted with new obstacles deriving from the recently reduced income eligibility criteria.

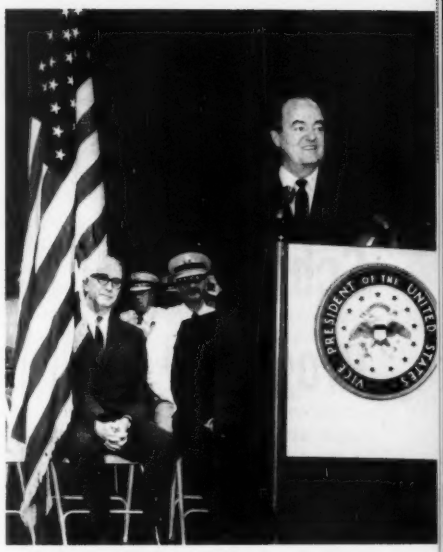
The YOC's in Las Vegas, Nev., and Jamaica, N.Y., are among those providing work stations for NYC enrollees in the Center itself. This increases the number of job sites in the area served by the YOC and enables the Center to provide services which would not otherwise be available.

Referral of applicants to remedial programs of various kinds has shown a steady increase during the life of the Centers. However, the number of applicants so referred by YOC's is still very low. Only 5,108, or 1.2 percent, of all applicants have been referred for medical, rehabilitation, welfare, or other remedial assistance.

Community Activities

Centers across the country report many examples of the use and value of volunteers, although this continues to be a weak factor in many YOC's. In some Centers the WICS (Women in Community Service) are doing excellent volunteer work. In Wichita, Kans., they have interviewed 436 young women of whom 51 have been accepted in the Job Corps. The WICS also carry out conducted tours of business and industry and have brought in a beautician to talk to the young women about grooming.

A majority of aplicants need help in making a good impression on potential employers. Several Centers use volunteer assistance to fill the young applicants' needs varying from clothing to tips on grooming and help in filling out application forms. Clothing for needy applicants is supplied by members of the Junior Chamber of Commerce in Akron, Ohio, and by merchants in Albany, N.Y. In Jamaica, N.Y., the Center staff have collected and donated clothing. A women's club in Cleveland, Ohio, has raised funds to help those youth in greatest need who come into the Center. The Center in Beckley, W. Va., has arranged for the Toastmaster's Club to supply an instructor for a well attended class in communications. In Atlanta, Ga., the Uptown Business and Professional Women's Club has held Saturday sessions in grooming at the YOC. Similar courses held at the Center in Wheeling, W. Va., have included "preparation for employment" and remedial reading classes.



Vice-President Humphrey dedicates the Twin Cities YOC.

In total, more than 16,000 man-hours of work were donated to the Centers by nearly 650 volunteers during the last 6 months of 1965. Volunteers should not in any way supplant the work of paid staff members but should supplement and enrich the services offered. Well chosen and well trained volunteers can be used effectively and should receive recognition for their services.

Employability Problems

Along with their many successes, YOC's have also had great problems.

(*Continued on page 52*)

San Antonio's Cooperative School Program

NEIL OHRT

The 1965–66 school year marks the 11th anniversary of cooperative agreements between the Texas Employment Commission and San Antonio area schools for the purpose of providing high school seniors with guidance and placement services needed to assist their entrance into the job market. The program was initiated in four schools and has been expanded to serve approximately 7,000 seniors in 28 schools.

The enormous workload imposed on local offices at graduation time was of great concern to management for many years. It was literally impossible to provide the thousands of youth seeking employment with the occupational guidance they needed to make an effective search for work. In 1954, the Texas Employment Commission State Office suggested a plan for operating a school program which, in general, still is the nucleus of present operation. Under this procedure, local office personnel go into the schools several months before graduation to interview the terminal students according to services needed. The program does not yet include all the schools in the San Antonio area, but the three Employment Service offices and the Youth Opportunity Center can serve all graduating seniors better because the workload is spread over an 8-month period.

Such a program requires considerable advance planning and the complete cooperation of school authorities. The school program in San Antonio operates as follows. In early October, local office personnel contact the administrators of the schools to be served under the program to explain the purpose of the program and the responsibilities of both the Texas Employment Commission and the schools. When the school administrators approve participation, a school counselor is assigned to represent each school in all dealings with the local office. Homeroom teachers distribute a screening device, Form E–3 "Student Information Sheet," to all seniors and supervise completion of the form. Completed forms are returned to the local office where they are sorted into the following categories: Seniors not seeking work, those indicating a need for counseling and placement services, and those needing placement service only. Seniors reflecting a need for counseling are interviewed, counseled, and given any necessary tests. Concurrent with the counseling program, those seniors not included in the counseling program who are seeking permanent clerical work are interviewed, administered proficiency and other tests, and referred to openings for which they qualify.

Application taking, counseling, and testing are only part of the job. Young people want jobs. Therefore, from February through the summer, the local office employer service representatives develop job openings for

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the graduating seniors and those seeking summer employment. A large insurance company lists at least 100 openings for these students every year. Local supermarket chains, banks, and a utility company also list openings. The local offices make about 500 referrals to these employers before school closes for the summer. At least 25 percent of these students receive firm job commitments and report for work on the first of June.

All these activities are done in the schools during school hours, and the students are excused from their regular classes or study hall periods. Testing is done in cafeterias and typing classrooms using school equipment, and interviews are conducted in private rooms in school buildings. School counselors and commercial teachers arrange schedules and make sure the students meet them. Without the wholehearted cooperation of the schools, the program could not operate.

To make our services available to more youth, the San Antonio Youth Opportunity Center has set up 14 outreach stations in Community Centers in areas with hard-core unemployment. The Community Centers furnish the names and addresses of out-of-school youth who might be interested in work or training.

To insure additional help for these youths, 42 San Antonio Neighborhood Youth Corps in-school employees have been used to recruit in their immediate residential areas. The youthful applicants who are contacted by these volunteer workers are referred to their closest Community Center to be interviewed and assisted by a YOC outreach representative.

The Youth Opportunity Center, established in October 1965, consolidates and coordinates all youth services in one office with a specialized and trained staff. It is anticipated that this consolidation of programs and specialization of staff services will enhance the effectiveness of the school program. The use of specially trained youth counselors in the school program has obvious advantages, not only in terms of quality of service rendered, but also in terms of man-hours expended. Thus, rather than change proved techniques, we in the Youth Opportunity Center have sought to apply these techniques with increased concentration, coordination, and vigor. By pursuing such a policy, we hope to achieve two parallel goals: (1) to handle more effectively the transition from school to employment for each successive graduating class; and (2) to create the kind of atmosphere which will lead to more meaningful programs for dealing with youth.

High School Diplomas for MDTA Trainees

NOEL CHARETTE

The Employment Service has long been frustrated in the performance of its task by the reality that placement of young persons who are dropouts and also lack a vocational skill is always difficult and often impossible. But, passage of the Manpower Development and Training Act in 1962 provided a means by which the dropout can obtain both the needed diploma and vocational training.

A cooperative Unified School District-Employment Service school program had been in operation in San Francisco since 1943, providing a close working relationship between the schools and the youth office—now a Youth Opportunity Center. Consequently, an extension of this relationship was easily accomplished. The schools responded enthusiastically to the prospect of providing instruction leading to a high school diploma for MDTA trainees. A 1962–63 training needs survey of the occupation of Clerk Typist showed ample demand, inadequate supply, and the requirement of a high school

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diploma to enter the occupation. A review of applications on file showed that about two-thirds of the potential trainees were high school dropouts.

These two facts—a hiring requirement of a diploma and a large number of unemployed dropout youth who could otherwise meet the vocational objectives of the training program—provided adequate justification for including high school graduation as an objective of training in the training proposal. The San Francisco Unified School District prepared a curriculum which included both the appropriate vocational subjects for the occupation and the academic subjects needed for high school graduation. In due time, the

Vocational as well as academic subjects were included in the MDTA courses leading to a high school diploma.

California State Department of Education approved the course and Federal authorities provided funds.

Since the start of MDTA training in 1963, the San Francisco youth office has proposed over 17 projects in which high school diplomas are specified as an objective of training. Seven projects with 197 trainees enrolled have been completed. Seven projects with 202 trainees enrolled are in progress. Three projects have not yet been started.

MDTA training can be one of the most important events in the life of the dropout whose suitable vocational goal requires a high school diploma but who cannot or will not return to school. Disadvantaged youth often set their sights far below their capabilities. They lack interest in school work, consider themselves "too dumb" to finish, and usually hate school. But the idea of vocational training does not elicit this negative response. They can be encouraged to aim at a realistic goal; if this goal requires graduation, they usually willingly enter MDTA training which provides both vocational training and academic education. The prospect of a job provides the motivation to complete the academic subjects.

In selecting trainees for this type of MDTA training, the Employment Service must employ tools and evaluate information in ways not previously used. When preparing its first training proposal, the San Francisco youth office, after consultation with School District officials, decided to include only those trainees who had completed the 10th grade. School personnel believed that trainees who had progressed that far could complete the work for a diploma and gain vocational competence in the 52 weeks allowed by the Act in 1964. Trainee selections were based on information obtained by interview and any other available data, including previous school records.

When the class started, the school was confronted by a group of clerk-typist trainees with widely varying educational backgrounds. They had completed from 10 to 11½ years of school, had been out of school from a few months to 3 years, and had widely varying achievement rates in school. Consequently, instruction was most difficult.

For later projects, the youth office used achievement test results as part of the selection process. The school administered a standardized achievement test for the Employment Service. The results were then considered along with GENERAL APTITUDE TEST BATTERY and SPECIAL APTITUDE TEST BATTERY data, school grades, the suitability of the occupation for the applicant, and an evaluation of the applicant's motivation to complete the training and perform satisfactorily on the job. The achievement test gave a more precise measurement of the trainee's ability to complete training and obtain his diploma. However, trainees were not eliminated solely on the basis of the achievement test, since many other elements of information were also considered.

High school dropouts and graduates have been combined in many training projects proposed by the San Francisco youth office. In such cases, the dropouts have 12 weeks of additional training to cover the academic subjects, either before or after the vocational training period. Groups of dropouts are sometimes combined for the academic phase of the course. The Employment Service and the schools work together to schedule starting dates, taking into consideration the availability of classrooms and teachers, seasonally advantageous times of the year for the trainees to enter the job market, and the overall youth office workload. Consequently, planning is complex and must be done on a long-term basis.

The proper application and combination of these various forms of education—vocational, basic, remedial, literacy, and academic leading to a diploma, and on-the-job training—render MDTA a flexible instrument to prepare workers to meet the needs of industry.

GATB Research

Results of a USES-initiated longitudinal maturation study of the GATB to investigate the effects of maturation on the aptitude scores of high school students have recently become available. Boys consistently averaged higher on spatial aptitude, and girls averaged higher on form perception, clerical perception, motor coordination, and finger dexterity. There were small but significant differences between boys and girls in average increase in aptitude mean scores. Detailed analyses of these and other findings will appear in Section III of the *Guide to Use of the GATB*, now in revision.

College Students Help Bring in Crops

FARM LABOR

LINDSAY L. CAMPBELL

A heavy demand for seasonal U.S. farmworkers during the summer of 1965 was anticipated after termination of Public Law 78 and enforcement of regulations under Public Law 414 regarding the importation of foreign agricultural labor. State Employment Service agencies, urged to expand and accelerate the development of job opportunities in agriculture for college youth, helped to meet this demand. They placed nearly 5,000 college youth on farms throughout the Nation, in activities ranging from the tobacco harvest in the Connecticut Valley to the harvest of citrus fruit and melons in California.

The program described here should not be confused with the A-TEAM project of 1965. Through both, efforts were made to place youths in summer agricultural work. The College Program was based on the need of the student for financial assistance. Placement was handled through State agencies. The A-TEAM Program was based on grower needs and was developed with a minimum of State agency involvement.

Pilot programs in 1964 revealed that positive recruitment must be a team effort of the Employment Service, employers, and the schools. The absence of any one of these usually results in diminished effectiveness. Wherever possible, efforts were made to maintain school identity in all phases of selection and recruitment. In most instances, these operations were conducted at the school, where placement officials were identified as active participants in the project.

The 1965 program for recruiting college youth for farmwork began in December 1964, when State agencies canvassed schools and employers in their areas, the sources of potential labor supply and job openings. Its aim was to interest various schools in participating in the program and to encourage employers to use students for seasonal farmwork. All colleges and universities were to be surveyed to determine whether:

1. The school was willing to integrate the project into its regular student work program; and

2. The student body included a significant number of youth willing to take farm jobs.

Survey response varied with the area. Southern States' results were generally favorable, while response from New England and Northwestern areas was minimal. Texas alone reported 40 colleges willing to participate. Maryland and Virginia reported a total of 26 interested colleges with well over a thousand students willing to accept farm jobs. Alabama, Arkansas, Louisiana, and Tennessee also reported many interested colleges. Seventy schools in California actually took part in the 1965 program.

Final examinations and school holidays restricted survey efforts in many areas and the predisposition on the part of many school administrators to reject farm employment for students prevented a more comprehensive survey. Also, lack of coordinating staff due to priority of other farm labor matters weakened efforts to catalog schools adequately in many other areas, hampering initial program efforts, particularly on the local office level. Limited followup encouraged many colleges which at first expressed no interest.

The survey of potential employers revealed that agricultural areas previously characterized by a large influx of foreign nationals and migrants offered the best opportunities for placement of college youth. Generally, these areas were in Arizona, California, Colorado, Connecticut, Florida, Illinois, Massachusetts, Michigan, Minnesota, Nebraska, Wisconsin, and Wyoming. Such States as Illinois, Minnesota, and Wisconsin, which for years have employed college youth in summer agricultural activities, have been affected materially by the increase in mechanization and the decrease in demand for hand labor, so that their job opportunities could probably not be expanded.

The Connecticut Valley, center of the national shade tobacco industry, afforded an excellent opportunity for program expansion. Housing and working conditions were particularly conducive to the employment of youth; the period of demand coincided with that of student availability; and the attitudes of employers who had participated in the pilot phase of the college program were especially favorable to an increase in the number of students.

Florida labor demands during the summer program were primarily for the sugarcane preharvest, activities which afforded many employment

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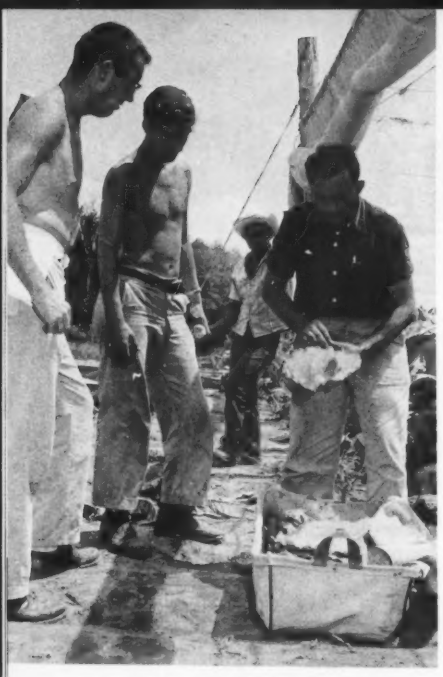

Photo courtesy the Shade Tobacco Growers' Agricultural Association, Inc.

The production of college students in the shade grown tobacco industry in the Connecticut Valley compared favorably with that of adult workers.

opportunities for college youth. While the image of such work, especially among students in adjacent States, made program success in this area highly improbable, nevertheless, efforts were made to encourage students to accept such jobs.

In Arizona, the melon harvest, although of short duration, provided at least a minimum potential for youth employment. Fear that efforts to attract youth labor into the summer melon harvest might be hampered by climatic conditions was soon dispelled with reports of significant youth placements in this area. Sugarbeet activities in the western States at first seemed suitable for program development, but lack of housing and the unfavorable attitude of some growers indicated that such a program was not likely to prove successful.

California, with its multiplicity of summer agricultural activities, offered the best potential. However, since most labor supply areas were distant, it was felt that employers would be reluctant to underwrite transportation costs from other States. Nevertheless, the California agency indicated numerous possibilities for employment of in-state college youth.

Worker Selection and Positive Recruitment

The recruitment phase of the program began in January 1965, when local offices surveyed the availability of college youth for summer jobs. Most schools were generally receptive to a program which provided opportunity for youth requiring financial aid to continue their education. Personal contact brought more favorable results than telephone calls and letters. Many schools previously reported as not desiring to participate were eager to do so after a detailed explanation of the program.

State agency participation continued with employer contacts early in the spring of 1965. Despite a general reluctance on the part of growers to employ youth, some success was achieved in convincing many employers that, with proper supervision and improved working conditions, youthful workers could prove productive.

The program required positive recruitment by the employer or his representative. Employment Service staff furnished technical assistance and insured that the terms and conditions of employment were presented in a comprehensive and easily understood manner and that students had an opportunity to seek any clarification needed. Special attention was given to production, wages, deductions, and living conditions—matters which have traditionally formed the basis of most worker complaints.

Employment Service representatives, where practicable and necessary, assisted school placement officials in the development of selection criteria which would eliminate the recruitment of workers who were physically or psychologically unable to perform the tasks required. Selection criteria varied from school to school, but basically emphasis was placed on the worker's physical ability and willingness to perform arduous or monotonous tasks, often under difficult circumstances. Postseason reports did not indicate any significant number of student workers released due to inability to function with average productivity.

When distances involved or other considerations precluded the participation of employer representatives, local farm placement officials, working as agents of the employer, were extremely careful to insure that the terms and conditions of employment, as well as the working conditions to be encountered, were accurately and adequately represented.

Performance of College Youth Good

Results conclusively prove that college youth represent a vast and relatively untapped manpower source for summer agricultural labor needs. It was found that the agility of youth is particularly adaptive to those tasks which require speed and dexterity. Of course, in terms of production, this is often offset by inexperience and boredom, both of which can be mitigated through training, patience of field supervisors, and innovations in work methods. It was also found that youth are well adapted to those occupations where teamwork and competition are involved and, to a lesser degree, to those which are closely regimented and routine. Production of youth in the Arizona melon harvest and in the tobacco harvest in Connecticut compared favorably with that of adult workers, while hoeing and weeding of vegetables in Colorado proved to be less attractive and characterized by lower production and efficiency.

Good Supervision Pays Off

What methods of work supervision and what modifications in general working and living conditions are necessary to assure profitable and productive work experiences where youth are concerned? Particularly in a live-in situation, employers must realize that two basic challenges are discipline and motivation. The first can be achieved through the use of youth supervisors from (1) school

(*Continued on page 24*)

REDIRECTION OF MDTA PROGRAM

The Department of Labor's Manpower Administration, in cooperation with the Department of Health, Education, and Welfare and the Office of Economic Opportunity, has announced a redirection in emphasis on training under the Manpower Development and Training Act for fiscal year 1967. Approximately 65 percent of the training will be directed to the hard-core unemployed and will involve a case-by-case approach in recruiting, counseling, training, and placement of disadvantaged youth and adults. The remaining 35 percent of the training program will be job-oriented, focusing on the need for more and better trained personnel in occupational categories in short supply.

Because of population and geographic differences, the training structures will vary among the States. A new emphasis will be on developing State plans of training, based on the training needs of workers in the areas.

Plans are that the fiscal 1967 program will provide training opportunities to 250,000 trainees, half in institutional and half in on-the-job training projects. Many of these will be structured to include basic education. Some 15,000 trainees are expected to be in projects in redevelopment areas.

The redirection stems from current needs to meet skill shortages and from the opportunity afforded in a booming economy to help move the disadvantaged into suitable jobs by providing means to become employable.

YOUTH OPPORTUNITY SUMMER JOB CAMPAIGN

Last summer's successful Youth Opportunity Campaign to get summer jobs for youths between 16 and 21 years of age has prompted the launching of a second campaign for this year. The program was announced by President Johnson on April 11. The new Youth Opportunity Campaign follows closely the goals set last year and calls for 1 million new jobs for youth in either government or private industry. Federal agencies are requested to find openings for one extra trainee for each 100 employees, and the Neighborhood Youth Corps is authorized to serve an additional 25,000 boys and girls. The President asked private industry to cooperate again as it did last summer, requesting that small firms with between 10 and 100 workers hire one extra trainee, and that the larger firms add one for

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each 100 employees. The President also said that he hoped "other large organizations--labor unions, trade associations, churches, colleges--will make a similar effort."

The public Employment Service will again play a key part in the campaign, and youthful jobseekers are being urged to register with local ES offices and Youth Opportunity Centers, and employers to place orders in the national effort to help youngsters get jobs.

LINCS PROJECT DISCONTINUED

The Labor Inventory Communications System (LINCS) teletype network will be discontinued on July 1. This network, which connects seven ES professional placement offices in California with each other and with 10 major cities throughout the Nation, has failed to increase interarea placements enough to justify continued use. However, the teletype equipment in the Los Angeles, Sacramento, and San Francisco areas will be retained for use in the LINCS computer phase, which involves the automatic file search of applicant characteristics against job order requirements.

SENIOR CITIZENS MONTH

President Johnson has again designated May as Senior Citizens Month, the national observance to be devoted to the theme: A New Day for the Older American.

In issuing the Proclamation, the President said, "Programs proposed by this Administration and enacted into law by the 89th Congress are being launched and expanded in the largest effort on behalf of the aging in our history. Now we can provide greater opportunities for our older Americans to use their abilities and participate in useful work and rewarding leisure." He asked "all Federal, State, and local governments, in partnership with private and voluntary organizations, to join in community effort to give meaning to the theme of this special month."

ES EXECUTIVE AWARDED SCHOLARSHIP

William Redmond, Chief of Employment Service for the California State Department of Employment, has been awarded one of the two Governor's Executive Development Scholarships for 1966 by Governor Edmund G. Brown. The scholarship enables Mr. Redmond to participate in the 4-week Executive Program at the University of California's Graduate School of Business Administration at Berkeley. The course is limited to a small group of key executives from industrial, commercial, government, and military organizations, and includes intensive study of the economic, legal, political, social, behavioral, and scientific forces of change which increase pressures on present-day executives and their organizations. The ninth session of the Executive Program is to be held June 5 to July 1, 1966.

His Role in a Youth Center . . .

Using a Police Community Relations Officer

United Community Fund photo.
Police Inspector Eugene F. Simmons interviews a young applicant at the Hunters Point-Bayview Youth Opportunities Center in San Francisco.

EUNICE ELTON

The Hunters Point-Bayview Youth Opportunities Center in San Francisco opened its doors in December 1963 as an experimental project aimed at helping youths in the area get jobs, training, or other services, and reducing juvenile delinquency and youth crime through helping them find job satisfaction. The Center has since become a demonstration office that reveals how representatives of 10 agencies working together under the same roof, and toward the same objective, can achieve more than the same agencies acting independently. The California State Employment Service is one of the agencies participating in this project instigated by the San Francisco Committee on Youth. (See the article, "San Francisco Experiment in Juvenile Delinquency Prevention," by Anne Valdez, in the May 1964 EMPLOYMENT SERVICE REVIEW.) This article describes the role of the city's Police Department in work at the Center.

Because the work at the Hunters Point-Bayview Youth Opportunities Center is aimed mainly at combating juvenile delinquency, the representative from San Francisco's Police Department Community Relations Unit is a key person in many of the Center's activities.

This police officer first came to the Center in a role loosely defined as "liaison between the police and the Youth Opportunities Center." The project was new, and all of the agencies represented there were having to feel their way, so that their activities have changed through continuing flexibility and adaptability in keeping with community needs and the youth served. This is especially true in the work of the Police Community Relations Officer. His job has moved far beyond his original liaison role to incorporate a wide variety of services he has built up "from scratch." And although he works in civilian clothes, he does not in any way hide his police affiliation.

Currently, this officer has expanded his responsibilities with the Center to include the following: Initiate communication and appropriate exchange of information with public and private agencies regarding police cases of youth who might benefit through referral to the Center; provide counseling for pre-delinquent and delinquent youth whose problems relate to police contact, and explain to them the role of law enforcement or involvement with other authorities; evaluate and interpret police records of youth in terms of employment and educational opportunities; help the Center staff in referral, screening, and placement; work with employers to develop an awareness of the problems of youth who, because of their juvenile or adult records, are often considered unemployable; take an active part in creating an understanding in the community of the role of the police; and assist citizen groups and civic organizations trying to resolve problems of youth crime and juvenile delinquency.

In fact, this police officer is making every effort to help young people who have been in trouble get a chance for a fresh start in life, to remove the stigma of a police record, and to become law-abiding, working citizens.

An important activity is that of trying to convince employers to modify their attitudes toward hiring youth with police records by interpreting to them former offenses and rehabilitation of individual youths. A heartening example is the case of F.S., an extremely likeable, outgoing young high school dropout who, from

(Continued on page 65)

Eunice Elton is Field Supervisor, California State Employment Service.

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Establishing the YOC in the Community

JOHN B. COSGROVE

Youth Opportunity Centers have been designed to be the focal point for all services related to employment of youth in a community. Strong support from the community is essential if the Centers are to achieve their mission of reaching and serving all youth. Gaining this kind of support is the job of the community relations coordinator. Certainly, he requires the assistance of the Youth Opportunity Center team in these efforts; but his task is to serve as the catalyst and coordinator of the Youth Opportunity Center community relations program.

When the Twin Cities' Youth Opportunity Center was dedicated in July 1965, the participation of Vice President Humphrey, Gov. Karl Rolvaag, and other national and local dignitaries was most helpful.

In some of the early publicity, however, the relationship between the YOC and the antipoverty programs was, at best, unclear. Many persons and agencies saw us as an Office of Economic Opportunity organization; thus, we were labeled as an agency which worked with disadvantaged youth exclusively. This has presented problems in working with both employers and youth. The immediate task of our community relations program was to make known the full range of YOC services and their availability to *all* youth.

John B. Cosgrove is Community Relations Coordinator, Minneapolis-St. Paul Youth Opportunity Center, Minnesota State Employment Service.

Community Relations Program

The program's wide variety of activities falls into two broad categories: Promotion, or public relations, and coordination of agency relations. The former includes preparing press releases, radio spot announcements, and other publicity devices. The latter category encompasses agency contracts, arranging meetings, and preparing referral agreements and procedures. However, these are by no means mutually exclusive categories.

Public Relations First

Emphasis on public relations activities is especially important during the early days and months. Young people and employers must be made aware of this new service. The general public should not be overlooked in developing community support for the YOC.

The public relations program for the Twin Cities' YOC really started before the doors opened. The efforts of many people were required to launch the Twin Cities' Center. State Office Employment Service staff and the Department of Employment Security's public relations expert directed publicity for the dedication ceremonies. Over 2,000 official invitations were mailed to State and community leaders throughout Minnesota.

One of the important byproducts of these efforts was the development of an excellent mailing list, including community agencies and the communications media. A representative and comprehensive mailing list, tailored to YOC needs, is a tremendously important tool for an effective community relations program. With the addition of all high school counselors and advisory council members, ours is a living reference file categorized for many uses.

After the dedication, we began to aim our publicity at specific audiences. In mid-July, a letter announcing our operational readiness was sent to representatives of all schools, community agencies, and communi-

Photo courtesy Minnesota Department of Conservation

Gov. Karl Rolvaag speaks at the dedication of the Minneapolis-St. Paul YOC. At far left, Robert J. Brown, Commissioner, Minnesota Department of Employment Security; on either side of the flag, Vice President Hubert H. Humphrey and BES Administrator Robert C. Goodwin.

cations media. While we acknowledged that it would be some time before we could meet personally, we urged them to contact us on any matter of mutual concern. Soon after, letters with an enclosed return postcard were sent to 15,000 firms in the Twin Cities asking for information on their hiring practices with regard to youth. Even though fewer than 5 percent responded, this survey yielded a basic employer contact file with a seasonal hiring pattern. In addition, press releases urging employers to list jobs with us were prepared for the major newspapers.

With the high level of economic activity and the job order yield of our employer promotions, we soon found ourselves in need of more youth applicants. Again we turned to the press release, only this time we stressed neighborhood and minority group newspapers. In addition, we developed radio spot announcements for the "teenage" stations. With material tailored in this way, we have received great cooperation from these media.

In the fall, with staff cooperation, we participated in two half-hour round-table-style TV shows. Since these were Sunday morning programs, we tried to increase audience interest by sending announcements to the schools and community agencies on our mailing list.

Agency Relations

In the development of effective relations with other agencies, a YOC starts with an inheritance: The traditional friends of the Employment Service. In the Twin Cities, these include the rehabilitation agencies, minority group organizations, the schools, various labor groups, and veterans' organizations.

These long-established relationships were renewed. Many other groups had been contacted for the dedication, so that relations with community agencies began even before the doors of the Twin Cities' YOC opened.

Agency Priorities

To fulfill its function of serving all youth, and especially the disadvantaged, in the Twin Cities, agency priorities were assigned. These priorities were based on their potential client volume, and the extent of their involvement in programs for serving disadvantaged youth.

OEO projects, local welfare agencies, State and local correctional institutions, and private social welfare agencies, such as Family Service, received top priority. These groups were contacted in the order listed and by the end of our first 6 months, satisfactory operating arrangements had been established.

Levels of Communication

The Minneapolis office, on the edge of the city's loop, is the larger of the Twin Cities' YOC's in proportion to its population. The smaller St. Paul office, 2 miles from the loop on a main traffic artery connecting the cities, is on the fringe of the largest "disadvantaged" area in the city. The YOC manager and community relations coordinator operate out of the St. Paul office.

Although operational arrangements with various agencies may take different forms, we found the following approach to be most effective. In cooperation with management, the coordinator set up meetings according to the aforementioned priorities. Typically, the first meeting involved the administrative staffs, when descriptions of programs and operations were exchanged and referral procedures explored.

A meeting or series of meetings for the counselors or operating staffs was the second step. At these meetings, referral procedures, both to and from

the YOC, were established. Also, methods of exchanging client records and lines of communications were set up. Such stag meetings seem to be the key to workable and continuous relations.

As a useful byproduct, staff members of each agency have come to know the others by name. Consequently, client referrals are made to a particular individual rather than to a building or agency. This personal touch seems to pay off in a fair distribution of workload among staff members, and is obviously less formal and impersonal from the youth's point of view.

Both Management and Staff Involved

Because public relations activities not only involve staff cooperation but also reflect operational needs, publicity efforts require the direction and close cooperation of management and unit supervisors. However, it is in the realm of agency relations that policy decisions may seriously affect various arrangements or be necessary to their implementation. Most important, allocating of resources requires that management keep in close touch with expanding interagency relations. It may not be very long before the YOC approaches the danger point in terms of spreading staff too thin. In our case, this took the form of outstationing too many counselors and opening the possibility of not being equipped to handle the applicant traffic.

Thus, relations with community agencies are by no means the exclusive domain of the coordinator. Depending on the relationship, he may function at different levels. In those relationships where services dovetail and roles are clear, the coordinator may be involved only in the preliminary stage. That is, he may initiate the interagency relationship, facilitate the meeting of operating staff, and subsequently serve only in a backup role. In other situations, his role may be more active and continuous. It may include persuasion, negotiation, and conciliation on both sides. The coordinator must function at both the administrative and operating levels. Though his active involvement may have been only at the administrative level, he must keep abreast of operating procedures.

YOC and Community Needs

The Twin Cities' YOC is too new to assess fully in terms of its ability to meet the needs of the community's youth. In theory, the YOC is set up to provide a focal point for community efforts to aid young people to become self-sustaining. Although we are as yet far from meeting that goal in the aggregate sense, it is possible to make some assessment by relating YOC programs to the programs for youth conducted by other agencies.

On the basis of our brief experience, and considering the "booming" economy, it appears that the YOC makes the most difference to youth with problems. Although the YOC is equipped to serve all youth, it offers specialized help to young people with police records, mental or physical handicaps, and educational deficiencies, as well as those in the economically disadvantaged category. And, in the Twin Cities, some of our most effective relations are with agencies serving these youth.

For example, probably our greatest involvement in the Twin Cities is with the various correctional agencies. Our counselors are outstationed at the State Reception and Diagnostic Center and the local workhouses attempting to prepare these young people for work. Further, our counselors and local and State corectional agents are paired for client processing and referral purposes. In many cases, this has made the difference between further institutionalization and parole. We are meeting a definite community need by supplementing the correctional agencies; however, whether we can meet the full need remains to be seen.

With this illustration as a typical approach to working with problem youth and the disadvantaged, we suggest that the YOC has to "grow" into its role as the focal point of the community. An experimental phase is required in working with the clients from various programs. It is, therefore, important that the YOC remain flexible, that its administration at all levels retain a vigorous and flexible approach.

For us in the Twin Cities it has been a tremendously exciting experience to launch this offspring. Above all else, it has indicated the adaptability and capacity of the Employment Service. To say there are problems is to understate. To say we have all the answers is to overstate. Human relations (the substance of community relations) being what they are, our program cannot be as neat and formal as we would like it to be. As long as our administrators and the community appreciate this situation, we would not have it any other way. The YOC must be a viable organization.

Farm Labor

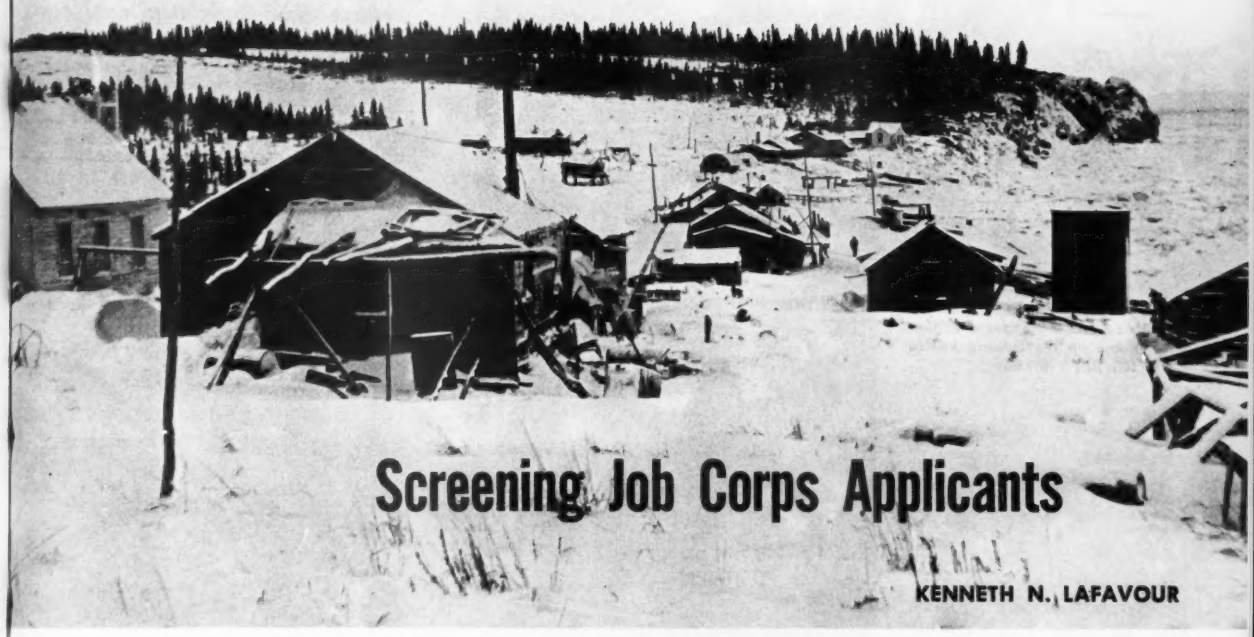
(*Continued from page 18*)

facilities, (2) the group itself, or (3) other responsible persons to whom the group relates and who can understand their particular problems, as well as the responsibility to the employer and the importance of the job to be done. Problems of discipline or control vary with the age level and background of the youth employed. But with sincere concern and ingenuity, these generally can be greatly minimized, if not eliminated.

Maximum motivation can be achieved best through affording a good earnings potential as well as adopting a concern for the youth by providing working and living conditions conducive to satisfactory individual adjustment. This means effective and patient field supervision, clean housing, and nutritious, adequate, and attractive meals.

More than a million youth placements of all types were made in 1965. It is hoped that youth placements can be substantially increased during the summer of 1966. Obviously, success of this program will depend largely upon the acceptance of young workers by the Nation's growers and food processors. A sincere concern for the need to expand employment opportunities for youth will doubtlessly lead to a dramatic increase in the number of students performing seasonal farm jobs.

ALASKA



Screening Job Corps Applicants

KENNETH N. LAFAVOUR

The Eskimo village of Elim about 90 miles east of Nome.

The Alaska State Employment Service began working with the Job Corps program early in 1965, with only introductory materials and makeshift forms. It became apparent immediately that due to the vastness of Alaska, many problems would need to be resolved before the screening of candidates could be extended to all areas of the State. The 586,400 square miles of land inhabited by 253,200 people, including the military, is served by only one Youth Opportunity Center and eight Employment Service local offices located in the State's larger cities.

With the advent of the Job Corps program, the Office of Economic Opportunity blanketed Alaska with materials announcing the program. Inquiries from youth interested in applying for enrollment in the program began arriving immediately. From Toksook, Shaktoolik, Tuntutuliak, Wasilla, Ketchikan, Point Hope, Barter Island, Buckland, Fairbanks, Arctic Villiage, Fort Yukon, Atka, Anchorage, Klukwan, Chukfaktoolik, and Napaishak, came the first requests, some representing tiny remote villages up to 1,200 miles from the nearest Alaska State Employment Service office. The major question facing local offices was: What procedures were Alaska screening interviewers going to use to reach all of the youth interested in the program and still meet all of the Job Corps criteria? The bulk of Job Corps interest and need was coming from the more isolated areas of the State where required screening facilities were nonexistent.

Job Corps screening officers would normally have to use air transportation to reach outlying areas where there were no highways or roads. Since commercial air carriers serve only the major cities and villages on a daily basis, and some villages on weekly or monthly scheduled flights, depending on weather or the condition of the "bush" airport, the interviewer would have to rely on charter air service at rates averaging $60 per hour.

Seldom are medical facilities, capable of completing the required physical examination, available in any rural Alaskan area. Once the Employment Service interviewer had completed the initial phase of the Job Corps screening process, how was he to provide the medical examination as required? Many rural applicants would need to be transported hundreds of miles to medical centers. However, no funds had been provided for this. The Job Corps had provided funds under a special agreement negotiated with the Bureau of Indian Affairs for use in villages with BIA schools. This arrangement, however,

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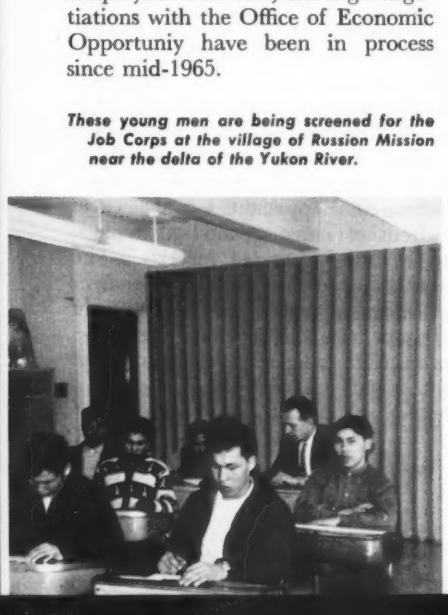
A typical Eskimo skin boat being prepared for a fishing and hunting trip.

This Eskimo log-and-sod dugout home on the Seward Peninsula has a dirt floor.

was restricted to certain locations and only to applicants of Indian, Aleut, or Eskimo descent. No such arrangement had been, or is yet made by Job Corps with the Alaska State Employment Service, although negotiations with the Office of Economic Opportuniy have been in process since mid-1965.

These young men are being screened for the Job Corps at the village of Russion Mission near the delta of the Yukon River.



The lack of education and of association with so-called "cultures of middle class society" was a barrier that required special handling if the screening was to be accomplished successfully. Although the educational level of the average Alaskan resident over 25 years of age is 12.1 grade level according to the 1960 census, many extreme "bush" areas reflect an average of only 2.4 grades. In these remote areas, residents have never seen automobiles, cows, fresh milk, two-story buildings, electric appliances, trains, fresh fruits and vegetables, and many other items common in most other areas of the Nation. The screening officer had to give special consideration to these factors in using required tests and discussing environmental factors with the applicants.

In initial attempts to contact young men residing in the "bush" areas, screening officers encountered still another problem.

Although a Job Corps candidate lists his home address as one of the numerous villages, he may actually be at this village only during very short periods of the year. These people live what might be termed a "semi-nomadic" life—moving to the best fishing grounds during the summer months, to the best hunting areas during the hunting season, and to the areas where fur-bearing animals are prevalent during the winter. The village serves only as a base for these activities.

Communication with these individuals is, therefore, very difficult. The telephone is of no value because such modern conveniences are practically nonexistent. Postal services are not satisfactory as a person may

call for his mail only once every 3 or 4 months. The transistor radio, however, is one modern convenience nearly every person residing in rural areas possesses. To reach these people, the "muk-luk" telegraph service has been established. Alaska radio stations in urban centers broadcasting to the far-flung hinterland provide free public service time at scheduled intervals and give excellent cooperation to Employment Service programs. Employment Service Job Corps screeners usually begin sending messages a week before the anticipated date of their visit in an area, and unless complications arise, the designated individuals will be at the selected village when the screener arrives.

Since the lack of medical facilities and of travel funds for rural area service precluded significant Job Corps recruiting in the potentially productive rural areas, it has been necessary to confine the bulk of screening efforts to applicants residing in or adjacent to the population centers of the State. Meanwhile, the negotiations of the Alaska Agency for a realistic agreement with the Job Corps aimed at providing a suitable screening program for the benefit of disadvantaged youth residing in "bush" areas have continued.

Job Corps Goes to the "Bush"

The BIA has already successfully contracted with the Job Corps to screen candidates in the approximately 80 villages in which it has established schools. Candidates selected for enrollment in the Job Corps from these villages receive their physical examinations at the first available medical facility enroute to the Job Corps Centers. If they meet all criteria, they continue to the Center; if not, they remain at the medical center for corrective treatment or are rejected and returned to their homes.

The Alaska State Employment Service is hopeful that suitable arrangements can be negotiated prior to the beginning of the next fiscal year to provide effective and uniform referral of all Alaskan youth to the Job Corps.

NYC Make Work or Make Workers?

F. J. RYAN

The Neighborhood Youths Corps has been active in Nevada for 8 months. It has received vigorous support from the Governor and other public officials.

At present, three NYC projects are in progress at various locations throughout the State. Two courses have been completed and both fulfilled the expectations of those involved in their planning and implementation.

Numerous difficulties had to be surmounted before the success of the NYC program could be guaranteed. First, it is frequently difficult to meet all the needs of young people in a State which is growing relatively faster than any other. Nevada's population has nearly doubled in the past 5 years, and the demand for governmental services has quite naturally increased at a tremendous rate. Second, many well intentioned citizens were fearful that the NYC represented a "make-work" program that would provide little in the way of meaningful assistance to young people in need. Today, less than a year later, the NYC has proved its merit to even its most severe critics.

Originally, the State directed the Department of Conservation and Natural Resources to determine whether a legitimate need existed for a program that would be productive for the State and for the young people involved. At the same time, the Economic Opportunity Board of Las Vegas was asked to research the same needs within its area of jurisdiction.

The research proved that there were many jobs that could be filled by youths participating in the program. However, supervisory personnel were not genuinely enthusiastic about the type of youth who, according to their interpretation of program prerequisites, would be involved. Specifically, they believed that participants might present a discipline problem and thus jeopardize the potential success of the program. Since public opinion in many areas was essentially the same, it remained for the project sponsors and the Nevada State Em-

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ployment Service to demonstrate that no such problem would arise.

The Department of Conservation and Natural Resources developed a program to provide employment for 35 young people. Thirteen jobs were offered in various State and county offices in Carson City and another 22 jobs in the soil conservation districts around the State. The total involved in actual work was 50 young men and women.

These jobs included park, library, conservation, and office work. Typical duties ranged from simple dusting to drafting, typing, filing, and record-keeping. Job descriptions and work locations were established and approved on the basis of what must and could be done within the framework of the project criteria. Strict control was established to prevent any "make-work" situations, since Nevada sought to obtain full value for all funds expended.

One of the first applicants screened, tested, and referred was a young woman from the Nevada State Children's Home. Approaching 18 years of age, the legal maximum for remaining in the Home, this young woman was a junior in high school and had visions of continuing her education under some type of scholarship program. Unfortunately, she was shy, withdrawn, and not optimistic about her chances to achieve her goal. Even if she received a scholarship, it would not provide money for clothing and incidentals. There was also the question of her ability to perform competitively in a work setting because of her sheltered background.

She was contacted by the Nevada State Employment Service and given intensive counseling. She finally accepted a referral as an office aide. The first followup counseling session was an eye opener. In a short time, she had become outgoing and enthusiastic, sure of her future, and able to face the world without fear.

At the conclusion of the program in September 1965, she was placed with a foster family in Las Vegas. She is now completing her high school education, using her earnings received under NYC, since other funds are not available.

Another case features a youth of 16 whose sole source of support is his widowed mother. Before his involvement in the NYC, his main ambition in life was to buy an expensive automobile. He was on the verge of sacrificing everything, including his high school education, to accomplish this end.

After an explanation of NYC program objectives, he was counseled and referred to a job as a park aide. His pride in his ability to work and honestly earn money to aid his widowed mother increased to the point where he forgot his "main ambition" and expressed the desire to work in the local business community.

He Now Sticks to the Task

Now he hopes to finish high school and get as much additional education as possible. He is having difficulty with geometry, but although he previously quit a subject when the going got rough, his newly acquired self-respect is keeping him in class and his teacher reports he is showing improvement.

In the Las Vegas area, a program was established to employ 470 young people. A total of 740 young people were screened for referral. In view of their age, socioeconomic backgrounds, and the recent arrival of their families in the State, it was not surprising that some had been involved in predelinquent and even delinquent activities. A few had at one time or another been detained in a youth authority facility.

Youth Opportunity Center personnel believe that the problem was caused by the fact that the young people had spent most of their time just "hanging around." State Administrative Office experience in dealing with parolees indicated that 86 percent of those paroled who were guaranteed a job upon release did not return to prison. If the so-called "hardened" criminal could be helped by the dignity of work, why shouldn't the adolescent in danger of becoming a violator have the same opportunity? The Nevada State Employment Service believed that the Neighborhood Youth Corps would provide part of the answer.

One of the most successful NYC programs, still in progress, was launched through the sponsorship of the Nevada Inter-Tribal Council. Those involved include hundreds of Indian youth in scores of areas throughout the State. For most, the NYC offers the first real opportunity for gainful employment. Several individual cases are worthy of comment.

One young man left school in 1964 in his junior year because of financial problems. He had worked intermittently on ranches and was living with neighbors and doing chores for his keep. Blind in one eye and rejected by the military, his prospects appeared very poor.

During counseling sessions he began to express a sincere interest in steady work, saying, "Now I realize what work is." The Naval Ammunition Depot at Hawthorne was testing for ordnance learners and the boy, who qualified educationally, was sent to Hawthorne for testing. The young man got the job and is now talking about adult education courses to finish his high school education.

Without the dignity of his NYC assignment, without knowledge of opportunity and motivation acquired through steady employment, there seems little doubt that this bright young man would still be a part-time ranch hand with no future.

Another young man, living with his aunt and uncle, came in just to "work and get money" to help his guardians. He had been earning a living on ranch jobs and in other seasonal employment. During counseling sessions, he expressed an interest in learning carpentry but did not believe this goal possible because of his circumstances. Urged to apply for training at an Indian vocational school, he is now enrolled at Haskill Institute 'in the trade school for carpentry.

Another bright spot was the placement of a deaf mute who had been trained at a school for the deaf in Idaho but was unable to find work on the reservation. She was interested in cooking, and interviews with

(*Continued on page 30*)

Milwaukee Outreach Works

JAMES V. ROBERSON

Photos in this article courtesy the MILWAUKEE JOURNAL.

Last October, 12 young men and women from the Milwaukee area received training completion certificates and were assigned to the staff of the Milwaukee Youth Opportunity Center as community workers. Their training consisted of 8 weeks of academic work at St. Louis University and 4 weeks of on-the-job training in the Milwaukee YOC.

These workers, chosen from people referred to the YOC by agencies that serve local disadvantaged youth, were selected primarily for their interest in youth and the ability to communicate with and relate to the disadvantaged. There were no educational requirements and none of those selected is a college graduate.

It was anticipated that community workers would be used almost entirely to search out hard-to-reach disadvantaged youth to explain what the YOC could do for them and to refer them directly to the Center. During their first month on the job, they referred over 50 youths interested in part-time or full-time work, MDTA training, or the Job Corps. Continued in-service training and a better undersanding with the people in their areas should broaden this success.

Where possible, specific geographic areas have been assigned to each community worker on the basis of his ethnic and neighborhood backgrounds. Each area is generally 10 square blocks of small businesses and residences. In addition to working with the agencies in their assigned areas, the community workers learned the "hangouts," leaders, and all the other social and economic details of their area intimately. The workers displayed Job Corps and MDTA posters wherever the youth might gather and supplied other literature to schools, churches, and community leaders. At the same time, people in the area found that the community worker was a good person to contact when confronted with an employment or training problem.

At scheduled visits to social agencies, the community workers are given names of youth to be contacted who have employment problems. In some cases, the agency worker has a group of young people present and an informal discussion pertaining to training and employment opportunities is held. On one occasion, over 50 youth were contacted at a dance sponsored by a Christian Center. Continued active participation in this and other types of events is anticipated. Speeches have been given to groups of youths from Boys' Clubs, YMCA's, settlement houses, and wherever young people come together. Contacts have been made with school officials to learn of dropouts and prospective dropouts, who are then contacted individually and in person by a community worker. Many high school welfare workers also contact a community worker when they believe he can help in a particular situation.

In addition to outreach, community workers have been very effective in all phases of followup.

Edvis Henderson of the Milwaukee YOC Outreach talks with a potential applicant about opportunities for girls in business.

James V. Roberson is Supervisor, Community Workers, Milwaukee Youth Opportunity Center, Wisconsin State Employment Service.

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Angel Rivera checks with an auto mechanic trainee brought to MDTA through the outreach program.

Community Worker Bob Priebe arranges nurse's training for a YOC applicant.

Excessive absences from MDTA training classes are checked by a home visit. Although many absences are justifiable, in some instances a visit by the community worker has uncovered a problem that could be eliminated. Sometimes, helping a young person get a part-time job has enabled him to return to classes. At other times, a talk with the parents (with the youth present) has worked. In one instance, a girl didn't have a coat or a pair of shoes; the community worker contacted another agency which was able to provide them. In another, the worker helped a young mother find a baby sitter so that she could resume classes. Graduates of MDTA classes are also contacted to see if they are suitably employed. If they are not, they are referred to the YOC for further placement help.

Youths who habitually fail to report for either a job interview or other prearranged appointments are also being contacted. Sometimes it has been found they had reported to the job but employers did not remember them, or something interfered with the appointment, and the applicant gave up instead of trying to get a new appointment. A personal visit by a community worker has helped overcome some of this apathy, and new appointments for GATB testing, MDTA certification, and other counseling activities have been made. Job Corps selectees who could not be found after the long waiting period between application and acceptance have been located in time to go to various camps. Selective Service rejectees who do not report to the YOC are contacted to learn their status.

In a few cases, community workers have accompanied young people to job interviews to help in filling out applications and to give the young applicant a feeling of confidence. An MDTA welding graduate who had been turned down by three different employers because of a poorly completed application was helped by a community worker and was hired on his next referral. Many small misunderstandings have been cleared up with the help of a Spanish speaking worker in the YOC. This not only assists the counselor or interviewer but also relaxes the applicant, gives him more confidence, and helps him realize that the YOC will do everything possible to bridge the gaps that exist between people. Plans are also being made for some community workers to help test administrators conduct school testing programs.

All indications are that the community workers' duties will be broadened in the future, and that they do fill a vital place in an effective YOC operation.

MAKE WORK

(*Continued from page 28*)

personnel at the Schurz Hospital produced a woman cook who had wide experience in communicating with this type of handicapped individual. Since there was an opening for a cook's aide at the hospital, the girl was assigned and her supervisor is encouraging her to take instruction in lipreading. The fact that she has a job is strengthening her desire to become self-sufficient.

All was not roses in this program. We had some who would not work or comply with the other requirements and had to be dropped. In one such case, a youth refused to work and was terminated. However, his sister, a high school dropout, asked for the opportunity to enroll. She wanted to finish high school and needed the money for clothing and essentials.

She and many others are encouraging examples of the value of the NYC program—proof that the dignity of labor is an essential part of the dignity of man.

OFFICE OF ECONOMIC
OPPORTUNITY

EXECUTIVE OFFICE OF THE PRESIDENT
WASHINGTON, D.C. 20506

TO : All Staff Members of the Employment Service System

FROM : Franklyn A. Johnson
Director, Job Corps

SUBJECT: **Placing Job Corps Graduates: Moment of Truth**

Muddy sneakers, a battered cap, a slight droop of the shoulders, and the question, "Say, what's this about the Job Corps?" were probably the first impressions you had of John, one of the thousands of disadvantaged youth who joined the Job Corps during this past year.

While seeking out and screening young people who want and need the Job Corps continue to be an important concern today, we also have now reached the moment of truth. More than 1,000 young men and women have completed their Job Corps training and thousands more are expected to graduate within the next few months. At its inception, it was apparent that the Job Corps program's ultimate success would be its ability to equip Corpsmen with the knowledge and skills necessary to get and hold jobs and to become useful citizens. The measure of this success is at hand, for now we must do everything possible to assist in placing these youth who have worked and studied so hard to make themselves employable.

You will find that the typical Job Corps graduate is far different from the unsure, untrained, and often illiterate young man or woman who first enrolled in the program. The muddy sneakers and battered cap are replaced by a neat appearance and an air of personal confidence that are an asset to a jobseeker. In addition to increasing their basic educational level and acquiring the knowledge and attitudes necessary to any job, many of the young men and women also have acquired specific marketable skills through training.

Most of you are familiar with the kinds of training available. The occupations include: Automobile service and repair; household appliance service and repair; food preparation and service; building maintenance; retail sales; service station operation; clerical work; business office machine operations and repair; hospital aide work; welding; landscape, nursery,and other outdoor skill areas; electronics, electromechanical assembly, testing, and repair; data processing machine operation; and other skills in demand by our modern economy.

Hundreds of Job Corps graduates are now working as welders, office machine operators, cooks, automobile mechanics, and in other jobs for

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Vocational training at many women's Job Corps Centers includes the teaching of nurse aides techniques by registered nurses.

small and large businesses in dozens of cities and towns across the country. Many, previously ineligible, have entered the Armed Forces; some have gone back to their communities for further schooling or training; and a few have prepared themselves for, and are studying at, colleges and universities.

The placement of Corpsmen is so vital that no one with the willingness and talent to help should be excluded. The Job Corps Centers and their supporting organizations such as the Departments of Agriculture and Interior; private profit and nonprofit contractors; the Business Leadership Advisory Council; labor unions; the Community Action Program, Volunteers in Service to America, and other civilian government organizations; the Armed Forces; religious, service, and social groups and others—all must contribute their particular abilities to assuring the placement of Corpsmen.

As the largest organization in the United States concerned with employment, you in the Employment Service play a crucial role in the Job Corps placement effort. Arrangements have been made with the Department of Labor's Manpower Administration to provide special services for Corpsmen. An ES representative will be stationed in each Job Corps Regional Office to provide placement coordination for your offices throughout the region. Special Job Corps liaison positions have been designated in various Youth Opportunity Centers, and promotional materials and instructions will be available continually. The key to success, however, is the imagination and initiative each of us uses to explore all channels of worthwhile employment.

Construction and other work in conservation centers give Job Corpsmen basic work experience.

Delegating Responsibility

Of course, the initial responsibility for placement lies with the Job Corps Centers. But in most cases the centers probably will find it necessary to transfer substantial responsibilities to the Job Corps regional offices. Thus the regional offices will coordinate the efforts of the many groups and individuals who will be helping to carry out the placement program. No matter who places the Corpsman, if it is a good placement the Corpsman wins, and that is the purpose of all our efforts.

Ideally, no graduate should leave the Job Corps Center without a job already lined up. Employers are being urged, whenever possible, to interview at the center and hire then and there. To be realistic, however, this is not always possible; but many employers will hire subject to a future interview, and every graduating Corpsman should have the benefit of having had his résumé reviewed by a number of employers.

The placement process should begin before the Corpsman graduates, for delay in initiating or carrying through the process puts him at a severe disadvantage. For one thing,

an employer may believe that a Corpsman who has not secured a job commitment before graduation is considerably below average. Also, delay may put such a drain on the Corpsman's readjustment allowance that by the time he finally is placed, he may not have the money or tools he may need to accept the job.

The quality of the placements we make is just as important as timely action. We must make every effort to assure that placement aids rather than hinders an enrollee's escape from poverty. The quality of placement depends mainly on salary, advancement potential, training potential, and working conditions.

The importance of salary is obvious. Any placement in a job which puts the graduate below the poverty level would not be a suitable placement. The Corpsman should have an opportunity for something better than minimum existence. If this cannot be met in one community, another should be tried.

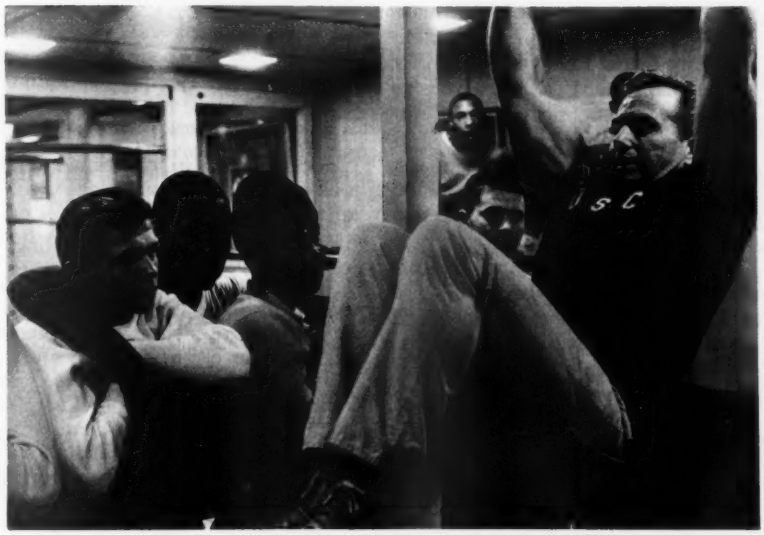
Can He Advance on Job?

Advancement on the job potential also is most important in evaluating the prospective job. In general, Job Corps graduates are well trained and should do well in jobs where advancement comes with good performance. However, since the Job Corps graduate rarely is trained to the journeyman level, any placement that continues his training to a more advanced level is extremely desirable. Companies with sound in-service training programs should receive first preference in placing Job Corps graduates. Also, particular attention should be given to the health and safety conditions under which the graduates will be asked to work.

Those of you involved in counseling graduate Corpsmen should feel free to consult with the counselor at the center who probably knows the individual Corpsman best and is the person with whom he identifies most strongly. Also, special care should be given in the use of tests. Throughout the Job Corps, tests are used to measure individual gains as opposed to measuring against a norm of questionable relevancy. So rather than spending valuable time in testing, those participating in the placement effort should concentrate on arranging job interviews, discussing job possibilities with the graduate, and communicating with the center counselor.

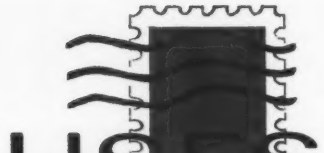
The young Job Corps graduates for whom we are seeking quality placements bring distinct advantages to their potential employers. With new skills and attitudes and their successful Job Corps experience, they are ready to face the demands of the working world. However, we must bear in mind that they have had long histories of disadvantage and neglect. Their first experiences after leaving the center may tend to produce a regression to behavior patterns which they have changed during their Job Corps training. We must make every effort to see that this does not happen. The Corpsmen are being told about the special arrangements for them at the Employment Service, but telling them this is not always enough and efforts must be made to see that they do report to their local ES offices. If possible, when a graduate returns to his home area, he should be met at the train or bus station or airport. If this is not possible, someone should check to see if he has arrived at the ES office. If he has not, someone should telephone him or visit his home to encourage him to visit the local office. In other words, our relationship with the graduate Corpsman must be an active one where we do everything we can to help him succeed.

We have come a long way from the first crucial question of whether anyone would want the Job Corps program. Through our joint efforts, we have found the answer to be a resounding "Yes!" The efforts in recruitment and screening must be continued and increased, but special emphasis must be given to the moment of truth we now are facing.



Physical fitness is an important part of Job Corps training.

Many of you helped to bring young men into the Job Corps with the promise of a better future. This future now is very much in your hands. You may have known these young men when they entered the Job Corps; you will see them when they come out. The Job Corps was a last chance that many of them took, often after your counsel. Now they have successfully completed their Job Corps training, and they look to you and us for jobs and that promise of a better future.



Somebody Cared

I have been especially impressed with the facilities of the Youth Opportunity Center, and the excellent job done in working with young people who need many different kinds of special assistance. That such facilities are available is encouraging to school personnel, because we know that when we refer students to the YOC they receive assistance from skilled and interested personnel.

One student who came to us last year in the 11th grade has benefited greatly from your services. He had been placed in the Methodist Home after having been rejected by his parents and after having lived in a series of foster homes. While he had many positive characteristics, his overall outlook and attitudes had been shaped by a series of basically negative experiences.

This student was referred to the Youth Opportunity Center in the late spring by his social worker at the Methodist Home. The YOC counseled the student, administered the GATB test, and made a contact with a local Federal office. The student was able to get summer employment for approximately 8 weeks in the U.S. Customs Office. Through this experience, he gained valuable insight in working with and relating to other people.

He is now in his senior year. His basic attitude at the present time appears to be very positive. His summer experience seems to have given him a large measure of self-confidence, and he is now making plans for work after graduation. At this point, his plans appear to be quite realistic and his future seems considerably brighter than it did a year ago.

NIEL CAREY

Chairman,
Guidance Department,
Mulford Mill High School,
Baltimore, Md.

The editor welcomes letters from readers for this department. Comments on published articles, requests for additional information, inquiries about the program or operations of the Employment Service and evaluation of its accomplishments, or suggestions for future articles might be appropriate subjects. We hope that there will be a steady stream of letters to the editor.

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ES and Technological Progress

For those of us concerned with jobs and workers, "space age" technology and the concomitant, constantly changing economy has had a special impact.

Only a comparatively short time ago, many local Employment Service offices were facing the problems of high level unemployment. While the Employment Service was coping with these problems, the factors of change were stimulating the economy; employment was rising rapidly; and skill shortages began to emerge. ES representatives, who had been making numerous visits to employers in an effort to develop job openings for the unemployed, suddenly found themselves the recipients of entreaties from those same employers for assistance in recruiting workers.

In the meantime, jobs had changed. Some had disappeared; others had changed enough to require a different type of worker; new jobs had been and are still being created; and many jobs had taken on direct or indirect qualities of change as a result of technological progress.

The Employment Service has an obligation to employers to assist them in obtaining the workers they need when they need them. It has an equal obligation to aid jobseekers in finding employment at their highest skill. The problem permeates the full spectrum of occupations. We are concerned with job opportunities for our many teenage entrants into the job arena at the same time that we are entering an era of major shortages of professional workers. We have already witnessed these professional shortages from teachers to physicians—from linguists to librarians. Although training is a long-range answer, more immediate remedial measures are needed.

A concentrated effort toward reconstructing, retooling, and reanalyzing the entire occupational structure of the economy is a must. It has begun, it must be accelerated, and the Employment Service should be leading the way.

The advent of the third edition of the *Dictionary of Occupational Titles* is a timely stroke of good fortune. It is important that we realize what a valuable tool it is. More to the point of impact, employers need to know, and know intimately, what an important tool is now available to them.

We now have a device, a system, a technique that will enable us to classify and code any job—even those jobs which have not yet come into being. Think of the importance of that in our rapidly changing and advancing "space age" economy!

Couple this with our well-established and very effective job analysis techniques, and we can go to any employer and provide a service, a very valuable service, to him. We can approach him with a service whose value he can and will recognize if it is properly presented.

Both the new Dictionary and our technique for analyzing jobs should be explained to every employer. Both of these techniques are greatly needed by employers for our present and future economy. We can meet the challenge of technological capability as it impinges on occupational structures—but only if we move swiftly while the atmosphere is conducive to achievement of the goal.

Employment Service personnel should be thoroughly trained in use of the new Dictionary as soon as possible. They should be trained or retrained in job analysis techniques. Then we should get to employers, in groups and as individuals, through every possible medium, and give them the help they need.

It is a considerable challenge, but it is also a golden opportunity for a most meaningful service.

WILLIAM R. SCHAFFSTALL
Chief,
Placement Services Division,
Pennsylvania State Employment Service.

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A Small City YOC

It seemed an eternity from CAUSE I graduation to inception of the Casper, Wyo., YOC. But finally, after the surmounting of obstacles and the throttling of frustrations, the door opened on February 25, 1965 on a pleasant and functional-appearing office, complemented by a staff under the capable leadership of Willis W. McNulty—a man who, in addition to formal academic training, is a veteran in the Employment Security Commission, having started many years ago at the bottom. He was a wise choice by reason of his empathy and attitude; like many of us, he had never missed a meal, but found it necessary at times to postpone some of them.

Following a normal rate of attrition, the remaining staff members, with somewhat mixed emotions but ever confident, tackled the paramount objective—service to youth. The news media were not too generous with the size of their welcome mat for the YOC; our acceptance seemed to be of a tacit nature. But accepted we were, and especially by those who were already involved with youth and would cooperate with YOC to the fullest.

It probably would not be entirely accurate to say, "YOC opened its doors and the roof fell in," but events transpired with such coincidence that they seemed to be carefully and precisely planned by a demoniacal dissenter.

YOC Manager Willis W. McNulty (standing) and counselor Dorothy Jordan (at head of table) conduct a group counseling session at the Casper YOC.

Although the following account is not necessarily in chronological order, it will provide some insight into the problems presented to the YOC.

First, from this city of 50,000, which is primarily dependent on the petroleum industry, there were removed, both voluntarily and involuntarily, approximately 500 employees and their families when a major oil company consolidated and decentralized its business interests. Many smaller oil companies followed suit. The first domino was pushed and others fell in rapid succession—suppliers, transporters, servicers, independents, and other associates—all of whom had employed youth in some capacity.

Then came the merchants, the moment of truth, with a resulting decrease of payrolls—which again had included a fair percentage of youths.

The school system, in sponsoring a Neighborhood Youth Corps, was appreciative of the efforts of the YOC in the selection of disadvantaged youths and school dropouts. The YOC benefited during the summer of 1965 by having three high school counselors working in our office. They did much to help us become acquainted with others in the community with whom we could work. At the end of the summer, they told us that working in the YOC had been a most rewarding learning experience—one which could not have been obtained in any other way.

Profound interest in youth and diligence on the part of the YOC staff have resulted in a rapport with other agencies which has helped us greatly. Mutual respect and yet an informality has developed to where, in working with the Welfare Department or Probation and Parole Officer, we can say, "Hi, Joe, this is Bob," or "Hello, Moe, this is Ed, can we get together and help this boy or this girl?" This is a fine team spirit that helps all of us to help youths solve their problems.

We in the Casper YOC found that youths *do* have problems—not only the youths who are economically disadvantaged, but also the *privileged* disadvantaged, whose needs were just as overwhelming, but perhaps of an entirely different nature. These youths just needed someone to listen and to understand—or perhaps a job to enhance themselves in their own eyes or those of their associates or parents.

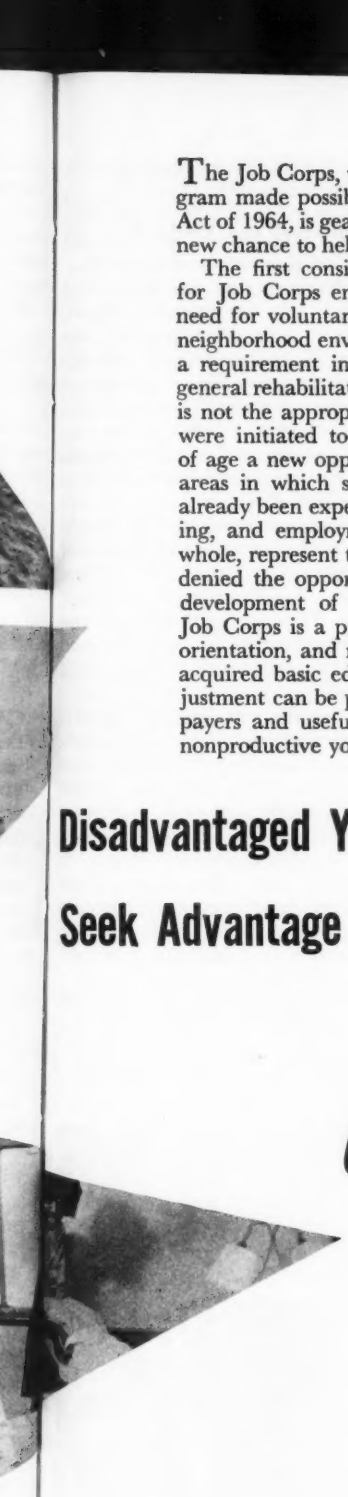
Aside from the gloomy economic picture of the town, many of the newer outlets for youth seemed to have been conceived by a collaboration of maze makers and dam builders. Things moved slowly in setting

(*Continued on page 39*)

The Job Corps, which is a national voluntary program made possible by the Economic Opportunity Act of 1964, is geared to give disadvantaged youth a new chance to help themselves.

The first consideration in selecting young men for Job Corps enrollment is an evaluation of the need for voluntary removal from the home and/or neighborhood environment. If this condition is not a requirement in the reeducation, retraining and general rehabilitation of the applicant, the Job Corps is not the appropriate avenue. Job Corps Centers were initiated to give young men 16 to 21 years of age a new opportunity to succeed in those basic areas in which some degree of failure may have already been experienced—school, vocational training, and employment. Job Corps enrollees, as a whole, represent those young people who have been denied the opportunities so vital to the maximum development of the individual's potential. The Job Corps is a program of total rehabilitation, reorientation, and return to a society in which newly acquired basic education, job skills, and social adjustment can be put to work. It is hoped that taxpayers and useful citizens will replace dependent, nonproductive youth with no place to go.

Disadvantaged Youth Seek Advantage in the *Job Corps*



ROBERT PAYNE
and GENEVA McRAE

Challenge to the YOC

The Job Corps program is an ambitious undertaking, the extent of which was quickly realized. It represents a challenge of adjustment, demanding changes in Employment Service standard operating procedures on all levels, and requiring the acceptance of new responsibilities and participation in areas which cannot be recorded statistically. The principal area to which we refer is personal contact with unsettled youth needing sincere interest and acceptance. This is the major challenge to the staff of the Manhattan Youth Opportunity Center. No longer will "business as usual" suffice.

Early in June 1965, the New York State Employment Service was asked to aid other agencies in New York City in recruiting for the Job Corps. Within a few months, more than 1,000 young men were given preliminary interviews which resulted in the formal screening of 609 Job Corps applicants. In total, 485 applications were transmitted to the Office of Economic Opportunity for consideration; 368 eligible enrollees were certified. By the end of February 1966, some 245 Job Corpsmen entered centers in 14 States throughout the country.

Graduates of CAUSE I (Counselor-Advisor University Summer Education)[1] working in various youth services sections of the New York State Employment Service were assigned to the initial recruitment and the lengthy screening process. Youth Advisors (neighborhood fieldworkers) arranged for and accompanied the young men to medical examination stations, visited parents or legal guardians, and secured reports from probation officers. The high positive relationship between enrollees screened, enrollees selected, and departures indicates that counselors and Job Corps applicants were synchronizing their efforts. This could not have been accomplished without the "leg work" and devotion of the Youth Advisors who knew no set hours of work and accepted no limitations. During the waiting periods of 6 months and more for admission to the Job Corps, stop-gap employment, continued counseling, encouragement, and home visits were necessary to prevent damaging frustrations.

Despite efforts to keep the young men constructively busy during the waiting period, serious problems arose. Youngsters screened and eligible for assignment to Job Corps Centers in June, July, and August had not been assigned by October 1965 when the Manhattan Youth Opportunity Center opened its doors to the public. During October

[1] *See EMPLOYMENT SERVICE REVIEW, December 1964, page 43.*

Robert Payne is Director and Geneva McRae is Job Corps Supervisor, Manhattan Youth Opportunity Center, New York Employment Service.

and November 1965, travel orders were received for some young men, including seven who during the interim had been brought before the courts for relatively minor infractions of the law. In each case, the cooperation among Youth Opportunity Center staff, judges, and district attorneys resulted in dropping their offenses in order that they might be accepted by the Job Corps.

Counselors soon discovered that young men "found a home" at the YOC and frequently came into the center for "just plain talk," sometimes with a clearly defined purpose and at other times just to give a progress report on their activities. Youngsters had found a friend whom they accepted in an honest relationship; somebody who was not treating them as a "case." Despite the tremendous demands upon YOC staff, such contacts were not discouraged; perhaps they were expedited a little but not cut short. To do less would have been a failure to recognize the youngsters' need for support and reassurance.

Preventing Corps Dropouts

Dividends on this investment started coming in shortly after the first group of youngsters left for Job Corps Centers. Letters and telephone calls were received from enrollees expressing appreciation for the opportunity for education and training; often the enrollees had problems. Complex problems involved sick parents, inability to get desired training, alleged physical abuse, discrimination, too little education, hard work, loneliness, poor food, and the like. Youth Opportunity Center counselors worked with the youths so that the problems could be clarified, investigated, and acted upon. The prevention of "dropping out" from the Job Corps is important, particularly during the early days, as it is essential to break the pattern of "dropping out" already formed in the school situation. After the Job Corps, there may be no place from which to "drop out." To date, fewer than 20 of our youngsters have left, some for reasons beyond their control, others because we (or someone in the Job Corps program) failed. We are not really surprised that some young people simply did not "make it." However, we should know the reason and do everything in our power to strengthen the Job Corps—the last outpost of hope for many.

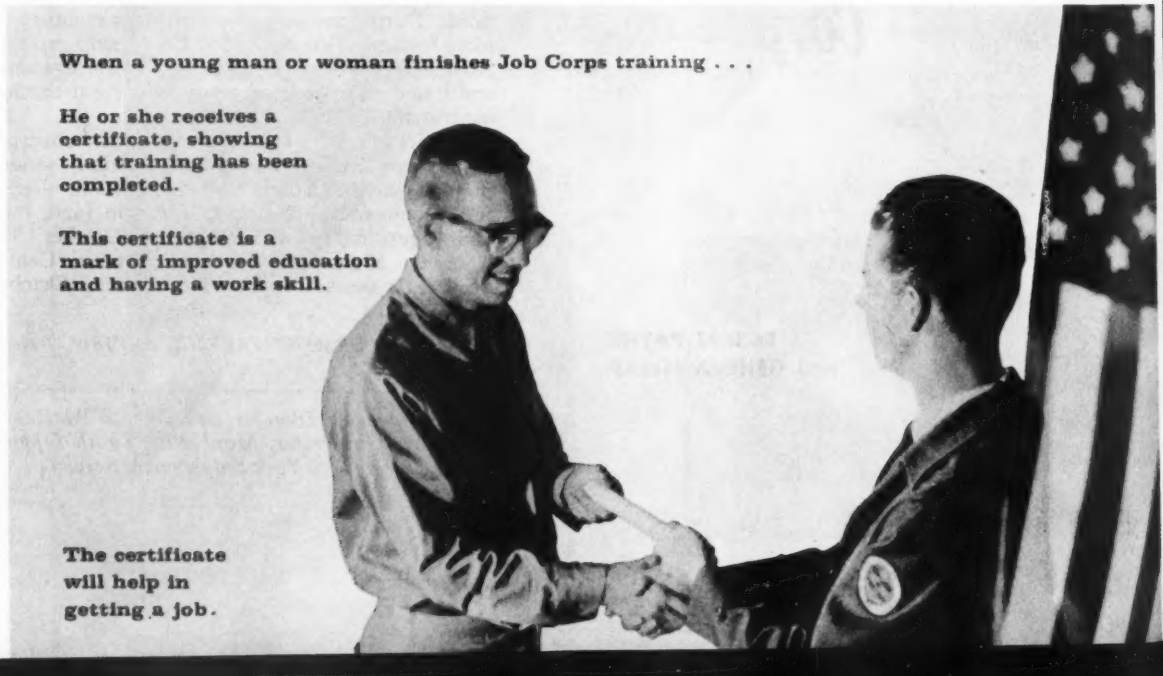
Through continued correspondence with Job Corpsmen, interviews with dropouts, sessions with more than 35 enrollees who came to our office during their Christmas 1965 furloughs, information from parents and relatives, and contacts with Job Corps Center personnel, certain areas of difficulty became clear.

Strengthening the Program

Referral agencies, such as the Manhattan YOC, can set the stage for a successful Job Corps experience. There are some areas in which the YOC can adopt practices which will demonstrate complete acceptance and understanding of responsibility. Job Corps referral should be considered only after thorough counseling sessions with full weight given to the possible effects of removal from the environment. Referral should not be made because of the lack of an alternative. The Job Corps should be a positive plan, not the lack of one. Existing "quotas" must not determine the flow of enrollees, and referral agencies must resist such pressures.

Family understanding and cooperation are essential. The best technique for achieving this cooperation is through a YOC staff visit to the enrollee's home at which time a detailed explanation of the objectives of the Job Corps can be presented. Expensive? Yes! Necessary? Definitely! Youngsters need family confidence and encouragement in their commitment to a difficult program of self-help.

The formal induction into the Job


When a young man or woman finishes Job Corps training . . .
He or she receives a certificate, showing that training has been completed.
This certificate is a mark of improved education and having a work skill.
The certificate will help in getting a job.

Corps should be a serious ceremony —a kind of celebration and reward for those who have elected to face themselves realistically and have asked for help. Parents, dignitaries, YOC officials, and friends should be invited to attend the oath-taking ceremonies. Coffee and cake add to a friendly atmosphere of joint commitment to the success of society's "failures." Staff time should be provided for continued service—long-distance counseling and demonstrated interest by personal letter or home visits. In addition to addressing the many problems which develop in the Job Corps Center, we should be prepared to address relevant problems on the home front.

The Washington, D.C., Job Corps Administration can also set the stage for success through careful assignment based on the enrollee's needs. Enrollees should be referred to camps which have the vocational training sought; it is vital that these young men *see* their goal and the means for achieving it. Everything enrollees verbalize is equated with the "good job" which will result from learning, training, and achieving.

Some time should be permitted for final thinking and decisionmaking in a reality situation. Youngsters forced to accept an offer within a day or two may feel that they made a wrong decision or simply did not have time to make a right decision. However, the time between Job Corps acceptance and departure should be no more than 6 weeks rather than the present 6 months-plus wait. Otherwise, discouragement, inactivity, and apathy set in, opening the door to antisocial behavior. A 2-week notice must be given prior to departure so that the Job Corps enrollees have time to "wrap up" their affairs.

Combating Trouble Spots At Job Corps Centers

While the Job Corps Administration and the referral agency functions are extremely important, the enrollees' experiences in the Job Corps Center are crucial. The YOC has had a great deal of contact with youngsters who have had successful experiences as well as those who have, once again, dropped out. While individual experiences have varying degrees of validity, certain areas of difficulty emerge as "trouble spots" needing analysis and improvement.

Young men entering the Job Corps Center need immediate activity; orientation to the center and individual programing must take place without delay. Psychologically, enrollees must get right to work, for delay is deadly. Some Job Corps enrollees have complained that their basic educational training "takes too long" and that their progress is too slow because the teaching techniques are so individualized that it is really a program of self-teaching. The average enrollee is not capable of self-teaching at a self-imposed pace; he wants a teacher and direction—he wants to be pushed. To the disadvantaged young men, vocational training means the learning of vocational skills. The need for emphasis on learning a trade for the purpose of getting a good job is paramount in the minds of enrollees. It cannot be overemphasized that this is the measure of progress which the enrollee applies to himself.

Apparently, a shortcoming in some camps is the lack of organized, well-equipped recreational facilities or programs on the center grounds. The Corpsmen desire more than a few balls and a basketball hoop; they want organized competition in a cross-country corps league similar to colleges and military groups.

The lack of community interest and facilities in helping to combat the loneliness of the Corpsmen is a natural result of the rural center concept, but the need for social relationships cannot be set aside or offered on a piecemeal basis. The integration of Job Corps enrollees with relatively nearby towns must be a positive preplanned program.

Progress Expected of the Corpsmen

In the final analysis, Job Corps effectiveness will be determined by the qualitative difference between the "before" and "after" pictures of the enrollee. We should expect reasonable improvements in the abilities of the Corpsman because he is better prepared economically through vocational skills, educationally through increased competence in the "three R's," and socially through a better self-image with higher goals. We cannot expect any radical changes but we can expect individual progress due to better preparation for complex society. We expect our first groups of Job Corps "graduates" at the Youth Opportunity Center in July or August. We await their return.

The Job Corps is a new program and it deserves a chance to grow. However, a program is only as good as those who administer it. The care and concern demonstrated by the Youth Opportunity Center, the Job Corps Center, and the Job Corps Administration have major roles to play in motivating young men to take advantage of the opportunities offered.

USES MAILBAG

(*Continued from page 35*)

up many of the new programs for youth. . . . Good prevocational and vocational programs were not designed to help the 16-year-old school dropout. . . . Employer attitudes in many ways were not favorable to youth, and particularly not helpful in placing youth from disadvantaged and minority groups.

However, in spite of being damned, praised, tolerated, and finally accepted, the YOC has compiled a good record of counseling, placement, job development, and assistance to youths—all in all, a pretty fair contribution to the community.

Here in the YOC, we are looking forward to doing more—ever remembering that it is the youth of today who will be helping the youth of tomorrow.

We might add,

Give a kid a smile, take away his sorrow
Maybe he'll do likewise for another kid tomorrow.

H. A. BRADY

Counselor Aide,
Casper, Wyo.,
Youth Opportunity Center.

The Second Stage

JACK HOWARD

Perhaps Edward and Diane of Columbus, Ohio, got more out of the Neighborhood Youth Corps than most enrollees. Besides an opportunity to prepare themselves for a job, they met as enrollees and are now happily married. But they are not atypical NYC enrollees in other respects. Diane, 17, was one of four children whose mother was receiving Aid for Dependent Children. When Diane joined NYC, she was placed in a part-time job at the YWCA. Ed, 18, was a dropout living with his mother whose only income also was ADC. As an NYC enrollee, he was assigned as a wrecker helper in the Police Department garage. He scored very high on a mechanical aptitude test and in due course was hired by a local company. He has since changed jobs and is now earning $110 a week. When he and Diane were married, his income made her ineligible for NYC but she was then given a permanent job at the YWCA. In less than a year, the outlook for these two youngsters has changed dramatically for the better. Their lives, so circumscribed by their poverty before, now hold bright promise.

Sam, 20 years old, also from Columbus, Ohio, is another young man who has taken full advantage of the opportunity opened to him through the NYC. He completed high school with the help of NYC, but it was no easy job. He was orphaned at the age of 3 when an accident killed his parents and brother and left him permanently crippled on his right side. His adoptive parents died when he was 18 and still had one more year of high school to go. He had to drop out of school in order to eat. He hitchhiked from Oklahoma to Ohio and arrived in Columbus with no resources and no skills at about the time the NYC project was starting. He joined the NYC and was assigned to a job with the Council for Retarded Children. Encouraged and supported by the NYC, he attended night school regularly and earned his diploma. He wants to be a social worker and has been accepted by Ohio State University, where he will go in the fall. Meanwhile, he has been employed as a program aide at a children's center and is saving money for his college education.

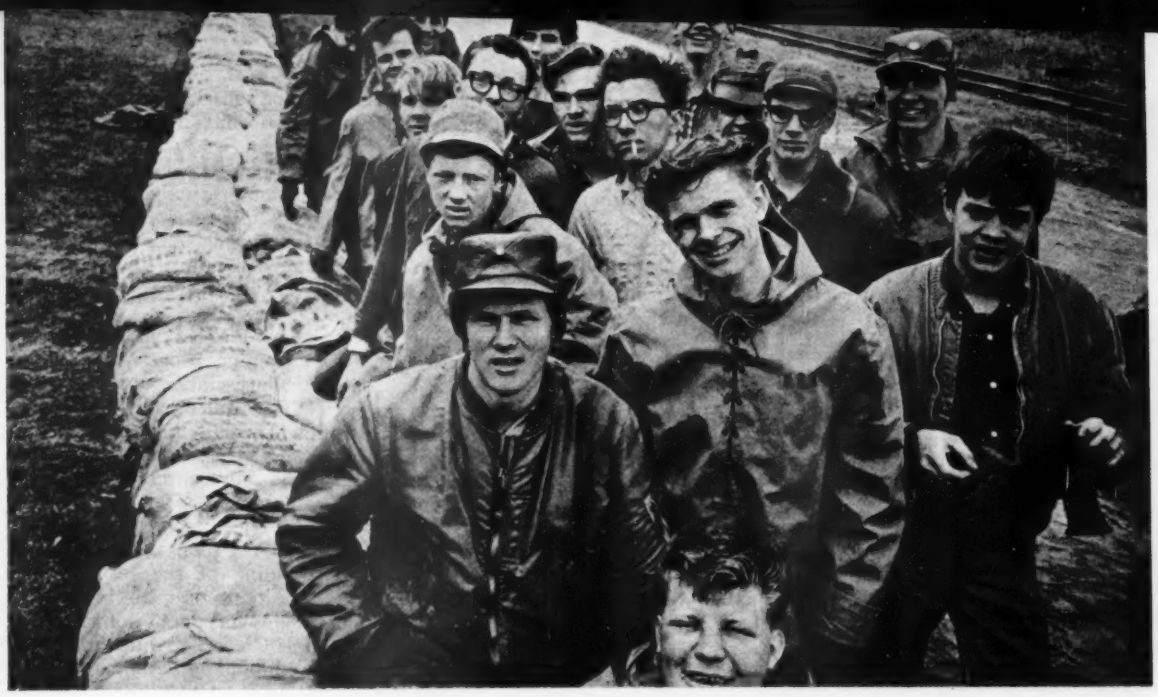
NYC training leads to full-time jobs.

Not all NYC youth are so well motivated as these three young people, but changes just as dramatic are occurring every day for the thousands of young men and women whose lives have been touched by NYC.

The statistics on the accomplishments of NYC give part of the story. By March 1, 1966—a little over a year after the start of the program—over 1,600 agreements had been signed with local sponsors providing 563,000 job opportunities for disadvantaged young men and women at a Federal cost of $320 million; 390,000 of the job opportunities were in school projects, and 173,000 were in out-of-school projects, primarily for dropouts.

What this means in terms of human development of the nearly 500,000 youth who have found their way into a local NYC project is a continuing tale of individual achievement and growth.

Jack Howard is Director of the Neighborhood Youth Corps, Manpower Administration, U.S. Department of Labor.



Minneapolis NYC enrollees worked around the clock to strengthen dikes during a spring flood.

Who Are the Enrollees?

Of the total group of enrollees, about one-fourth are from rural areas, one-third are Negro, almost half are girls, and virtually all are very poor. The median income for all enrollee families falls between $2,000 and $3,000 a year, with two-thirds of the families receiving less than $3,000 a year.

A majority of the NYC enrollees are high school students—teenagers in the process of discovering themselves and learning to take on adult responsibilities. Many of these enrollees are finding that the NYC gives them not only the money for clothes, school supplies, and even the food that makes it possible for them to remain in school, but also a new self-respect and new insight into their own potential. And it provides important help in planning and preparing for future education and careers.

Most of the school programs are sponsored by school boards, and the work that the students do is often confined to the schools themselves. The NYC summer program, designed for high school students who need work during vacation, permits a wider variety of work assignments and also gives young men and women who cannot participate in the regular programs a chance to get the benefits of the NYC.

The out-of-school programs operate on a year-round basis, with the provision that an enrollee can remain in the project only 6 months unless he is attending night or special classes at least 6 hours a week in a regular course of study leading to either a high school diploma or to his advancement toward his vocational goal.

Enrollees in out-of-school programs may work up to 32 hours a week, and may be required to take part in remedial education, counseling, or other related activities as a condition of their enrollment, for a total of not more than 40 hours a week. The typical enrollee is 18 years old, has completed the 10th grade, and is in his second year out of school.

Where Are They Now?

On March 1, 1966, there were an estimated 170,000 enrollees actually on NYC payrolls. Reports of what has happened to the others who have participated in some way in NYC are incomplete but comprehensive enough to allow some conclusions. Most of the summer program enrollees returned to school, sometimes to localities where they could continue in NYC in the school year.

Because the College Work-Study program did not get started as quickly as NYC, there were a large number of high school graduates in last summer's program who used the money they earned to help pay college expenses. High school graduates will not be accepted this summer except in special circumstances.

About 25 percent of the enrollees who have left the out-of-school projects have been placed in permanent jobs; another 15 percent have returned to school full time; 4 percent have been placed in MDTA classes; 2 percent have gone into the Job Corps. (Twelve percent of all young men age 18 and over who leave NYC join the Armed Forces.) NYC estimates that approximately 62,000 young men and women have been placed in permanent jobs as a result of their experience in the program.

With this training, he will be able to find permanent work after he leaves the Neighborhood Youth Corps.

These early reports are encouraging, but they also indicate the necessity for improvement. About one-fourth of those who leave an NYC project do so for negative reasons, such as lack of interest, poor attendance, or inability to adjust to work. Some simply disappear from the sponsor's view. They fail to show up for work, drift away, fall back into the shadowy world of poverty, and another opportunity—perhaps the last—is lost.

Steps have been taken to correct program deficiencies. The emphasis has shifted from merely getting into operation to developing quality programs. Sponsors are being required to include in their project design the remedial education and other supportive services that will make it possible for individual enrollees to get the maximum benefit from their NYC experience. In an effort to reach as many of the eligible youth as possible, NYC will continue to ask that sponsors find the funds for these necessary supportive services from other community resources, principally from the Community Action Program agencies. As CAP's are organized in more and more communities, more of these resources will become available. At present, in areas which have both CAP's and NYC projects, 87 percent of the NYC projects are either sponsored by or related to the local CAP. The NYC expects that this relationship will grow stronger and more interdependent as the antipoverty program settles into a more institutionalized framework.

There is some evidence that at first NYC did not do as well as it should in reaching the hard-core poor. In the early days of the program, some of the school projects made good grades a condition for enrollment, with the result that the low achieving potential dropout was kept out of the program, contrary to the national purpose. In other schools, the administrators mistakenly believed that all potential dropouts were eligible for participation, instead of limiting the program to those from low-income families. Whenever these situations have come to the attention of NYC staff, corrective action has been taken. Generally, school sponsors now have a better understanding of the objectives and policies of NYC, with the result that the school projects are reaching those youth for whom the NYC is intended.

In the out-of-school projects, the problem of reaching the hard-core disadvantaged youth remains. Some sponsors have indicated that they are not getting as much help from local Employment Service offices as they had expected, and frequently have to undertake recruitment on their own. Some sponsors assign enrollees as recruitment aides as an NYC work experience, using the enrollees to encourage their friends and acquaintances to join the project.

Perhaps the most difficult problem that faces the Neighborhood Youth Corps in the coming year is to insure that the transition from the NYC to further training or to a job is orderly and effective. The NYC will not have accomplished its purpose if, at the end of his enrollment in NYC, a youth is placed in a job, only to quit it a few weeks later and end up at the same Youth Opportunity Center where he started 6 months previously. If this situation is to be avoided, the cooperation and assistance of the Employment Service are of the utmost importance. It is apparent that many of the disadvantaged youth will need intensive *postenrollment* counseling during their first weeks in a permanent job, or if they return to school, or are placed in advanced training programs.

As more enrollees move into on-the-job training programs, this will be particularly important. The former NYC enrollee cannot get post-enrollment counseling and support from the NYC sponsor. In all likelihood the only source of such support will be the local Employment Service. The Employment Service and the NYC sponsor need a clear understanding of the responsibility and limitations of each in helping these young men and women along the difficult road to full citizenship and responsible adulthood.

New Directions for NYC

Since the passage of the Economic Opportunity Act in the late summer of 1964, events have changed the context of the Neighborhood Youth Corps operation. Unemployment has been drastically reduced, and even youth unemployment has been significantly affected. The increase in the draft calls and the concomitant lowering of the draft standards have had an immediate effect on the size and availability of the NYC target group, as well as an implication for the design of the NYC program. The passage of the Elementary and Secondary Education Act opens up to school administrators another source of funds for school-work programs. And perhaps most important, the increase of on-the-job training programs—both those supported under MDTA and those initiated and administered solely by private industry—gives new impetus to the traditional entry ways for young people to start their work careers.

Just how these developments will affect the Neighborhood Youth Corps is not yet known. But it can be expected that this program will prove flexible and resourceful enough to adapt to changes in the national situation, however rapidly they occur.

School Counselors Work in Local Offices

JANE GOLDMAN

In March 1964, the Illinois Employment Service was asked by the regional office, "Do you want to hire high school counselors for the summer months?"

Before we could give an answer, we had many things to consider. The high school counselors would be available for only a short time. There would be problems about time and money involved in hiring and training. But, there was urgent need for more counseling staff. There would be thousands of high school graduates entering the job market, students looking for summer jobs, and many youth who should, but would not, return to school in the fall. Then there were program guides which state, "Any educationally deficient individual should be referred to a counselor." "Most Selective Service rejectees will require intensive counseling." "Any applicant is a potential candidate for training." We decided that we would hire high school counselors for the summer months.

We notified the Chicago Board of Education and the Illinois downstate high schools of the potential opportunities for summer work in counseling. Interested candidates for these positions were asked to register at their local Employment Service offices.

By early May, one small downstate office had received 25 applications for one possible job opening. All local offices were surveyed to determine their needs for additional staff. Although the estimated need was for 57 counselors, funds were approved for 20 counselors, 14 for the Chicago area and 6 for downstate. Selections were made, and personnel forms were submitted to the Illinois State Civil Service Commission for approval.

By July 1, 1964, there were 20 summer counselors on the Illinois State Employment Service payroll. We were now concerned about the kind and length of training they would need. It was apparent that these counselors were well grounded in counseling principles and techniques and many were knowledgeable about supportive services offered in their own communities. We decided to try 5 days of intensive training to be given at the State office in Chicago. Three days were devoted to interviewer induction training and included Employment Service policies, scope, and procedures, application taking, use of the DICTIONARY OF OCCUPATIONAL TITLES, and principles of classification. Two days dealt with employment counseling and test interpretation, with emphasis on the use of occupational information, employer expectations and requirements, counseling and testing procedures, and workup of representative cases. The counselors returned to their respective local offices with our best wishes and high hopes that this venture would prove of mutual benefit.

In September 1964, local office managers who had been assigned a summer counselor were asked to comment on the value of the program. They unanimously agreed that the program had been highly successful. The contributions of the high school counselors to local office operations had surpassed all expectation. Some managers suggested that the program be continued and expanded.

By the spring of 1965, some 52 local offices had requested 85 summer counselors. We were able to hire 54; 19 were rehires from 1964. As downstate schools closed earlier than those in Chicago, some counselors were on the Employment Service payroll by June 1. Although the Chicago schools did not close until the latter part of June, by May 24 many applications were being processed by the Department of Personnel, and by the second week in June all positions were filled.

In late summer a questionnaire was sent to each of the 54 high school counselors who had been employed by the Employment Service. Replies were to be voluntary and anonymous. The questionnaire asked for a de-

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Jane Goldman is State Counseling Specialist, Illinois Bureau of Employment Security.

NYC Takes to the Woods

JOHN W. JAYCOX

NYC enrollees chopped and poisoned inferior trees in clearing scrub from over 600 acres of planted pines in Blackwater River State Forest in Florida.

Northwest Florida depends upon forest products for a substantial portion of its income. An abundance of fresh water plus annually increasing timber resources has inspired the establishment of more and more industries producing paper, pine tar chemicals, and other wood products.

Blackwater River State Forest covers nearly 200,000 acres in an area of Santa Rosa and Okaloosa Counties 35 miles northeast of Pensacola. Originally, the forest was part of a depression-born Federal reclamation and land use project. Since 1939, the Florida Forest Service has managed the forest under a cooperative arrangement with the U.S. Department of Agriculture.

The State of Florida acquired final title to the forest in 1955. Today there are 24 regular employees. In addition, the Munson Tree Nursery employs 6 full-time and 25 part-time workers during seedling harvest.

This investment of the past 35 years has provided Florida with a self-supporting research and demonstration area of good forest management and land use, seedlings for State and private tree farms, raw materials for a score of local industries, a superior recreation area for the thousands of picnickers, forestry students, campers, sportsmen who visit the forest each year, and jobs to support these activities.

In all forest and conservation projects, manpower must be added to machines to produce the best results. Thus, when the Florida Forest Service learned about the Neighborhood Youth Corps, the service submitted a proposal for a project to employ 400 school youths throughout Florida for 12 weeks during the summer vacation. The plan for the Pensacola and Fort Walton Beach Employment Service offices called for the recruitment of six combination crewleader-counselor-busdrivers and 100 youth to work in the Blackwater River State Forest in conservation and the construction and maintenance of recreation facilities.

Last May, the two local office managers received advance notice to prepare to recruit and screen the crewleaders and young men who would work in the forest. The requirements were that the youth be in school, come from low-income families, live in communities in the area surrounding the forest, and have a means of getting to central pickup points at Milton, Jay, Crestview, or Baker from which they would be taken to the worksites each day. Ar-

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John W. Jaycox is Industry Services Representative, Pensacola local office, Florida State Employment Service.

rangements were also made to pick up youth from rural areas along the bus routes.

When the notice was issued, the project had been approved at the State level but not yet at the national level. Recruitment and screening were authorized to begin on June 2 with crewleaders and youths to be completely processed and on the job by June 15.

The assistant manager in the Pensacola local office, who was given full responsibility for completing the project by the deadline, drafted the Pensacola Area Youth Representative to help in contacting school officials who would recruit candidates from the area around the forest. The two men made several trips to screen the youths selected.

The results were impressive. The Pensacola team screened over 100 youth in Escambia and Santa Rosa Counties, while the Fort Walton Beach office screened 60 in Okaloosa County. National approval finally came on June 24 setting July 1 as the work starting date. Eighty-eight youth and six crewleaders accepted employment with the Florida Forest Service. Later another 10 youths were hired to work with the Santa Rosa and Escambia County Fire Control Units.

Although the work period was cut from 12 to 10 weeks, the young men completed several projects which the regular Forest Service employees would have been unable to accomplish. Over 600 acres of planted pines were cleared of scrub oaks. Fords were constructed over streams which crossed fire lanes. A nature trail and a 75-acre manmade lake were readied ahead of schedule for visitors, campers, and sportsmen. The superior tree orchard, a research project, was weeded. Most important of all, the youth acquired good work habits and by the end of the project were handling forest tools like experts.

According to the forest manager, the increase in forest production made possible by these young men created more jobs later for families in the area who are employed during the Christmas season preparing seedlings for shipment throughout northwest Florida and southern Alabama. The nursery production of 50 million pine, tupelo, and red cedar seedlings each year is a potent addition to the long-range economy of land once thought to be farmed out completely. He said that if he could get another group as good as these young men, he could use twice as many in 1966.

Last August, the Florida Forest Service received approval for a year-round out-of-school NYC project and requested the Florida State Employment Service to recruit, screen, and refer qualified youth who agree to take a minimum of 6 hours remedial education each week in addition to the 32-hour workweek.

The Pensacola and Ft. Walton Beach local offices screened 107 disadvantaged youths between September 1965 and March 31, 1966. Of this number, 85 were placed in forest maintenance work or on fire-watch duty. The task of reaching these youths was facilitated by the excellent working relationship which exists among the Florida State Employment Service and local school officials, welfare workers, the clergy, and interested civic organizations.

SCHOOL COUNSELORS

(*Continued from page 43*)

scription of each counselor's work assignments in the agency; how he felt about the work he had been doing; whether formal training had been adequate and suggestions for improving it, what the Illinois agency could do to be more helpful in serving high school youth; would the counselor's ES experience help in his regular school assignments; and would he consider reemployment the next summer.

Forty-one completed questionnaires were returned. From them, we learned that work assignments had run the gamut of Employment Service activities; many had been assigned to full-time counseling. All found the work interesting, enlightening, and challenging. Several felt that they had learned more than they could have in a summer term of graduate school. All indicated that 1 week of formal training was adequate, since it was backed up by good supervision, cooperation, and assistance by local office staffs. Several of the high school counselors believed that cooperation between the high schools and the Employment Service could be improved—but that it was the schools that needed to be more cooperative! Several suggested greater participation on the part of ES counselors in Career Day programs and group discussions with students about job finding, how to apply for a job, and what the employer expects of a worker. All counselors indicated that they had gained information about occupations, employment opportunities, employer demands, and ES services and facilities. Many stated that the work in the agency helped give them a better understanding of people, and of the importance of attitudes and behaviors as related to job success. They felt better prepared to discuss the problems of the student with his parents. All counselors want to be considered for reemployment next summer.

In September, a questionnaire was sent to each manager asking: Was the program of value in your office? Do you feel the program should be continued next year? What are your suggestions for improving it? Typical comments and suggestions from the managers were: "Make definite commitments earlier." "Rehire the same counselor, he was great." "It's a great program—no improvement is necessary."

On questions about the counselors' abilities, the managers said, "Excellent interviewing and counseling techniques." "The counseling approach used seemed to instill confidence in the applicants." There were comments on the counselors' excellent cooperation with coworkers, and statements about their willingness to assume more than their share of the workload.

If the Illinois Agency is again asked "Do you want to hire high school counselors for the summer months?" we know what our answer will be!

Using Community Resources to Serve Youth

PAUL L. BRYAN, JR.

Several years ago, and for several weeks during the early spring, large numbers of youth were coming to the local Employment Service office, but most of them were leaving empty-handed.

The office had very few job orders for youth, especially for those attending school and seeking summer, after school, or weekend employment. A large majority of these young people had no work experience and their training failed to quality them for anything other than routine jobs. After several staff meetings to discuss this situation, the Employer Relations Representatives were instructed to discuss job possibilities for these youthful applicants in the course of their field visits. The results of this effort were very discouraging. Employers were not interested; they did not want to bother with the "red-tape" of employing youth.

The need of these youth for employment was publicized in the local press, and over the radio and television through use of spot announcements and short programs. These methods produced a few job opportunities, but there were 20 young jobseekers for each job offered. What could be done to generate acceptance of these youth by the employers in the area? Whom could we call upon to help us find suitable jobs that were needed by many young people to further their education?

Fortunately, the City Council was discussing the needs of the city's youth about this time. The local ES office manager contacted certain members of the Council and the problem of employment for youth was included in the discussions. As a consequence, the city council authorized the Mayor to appoint a Mayor's Youth Commission of seven members for which the manager of the local Employment Service office was requested to act in an advisory capacity. After several conferences with the Commission, arrangements were made with the city school administration for the Employment Service to send representatives to the various high schools to register the students for employment. Local newspapers took pictures of the youth signing up for jobs; the television stations also covered this activity. The Junior Chamber of Commerce sent a letter to all local employers requesting them to cooperate in finding employment for the high school youth.

The results of this effort increased the number of job offers, but the number of youth making application for employment also increased considerably. Through the cooperation of the Mayor's Youth Commission, the school authorities, the Junior Chamber of Commerce, and the Employment Service, this program continued for several years. While the number of job opportunities for them increased, a number of the young people who registered for employment did not respond to call-ins or were not available when job offers were made. A joint meeting of the cooperating agencies was called and new plans were made.

The local Employment Service manager suggested to the Mayor's Youth Commission that, in view of experience in the high schools, a temporary office in the downtown area be obtained for use of students seeking temporary or summer employment. The Mayor's Youth Commission readily agreed. Arrangements were made for the use of a vacant ground-floor store in a centrally located office building as the temporary location of the Youth Employment Service. This office was opened the first of May and remained open throughout June. The local press and radio and television stations gave complete coverage when the Mayor, with the Employment Service manager, officially opened this office, and continued news coverage of the office during the entire time it was open. Weekly reports of progress made by the office were carried by the local news media.

This temporary Youth Employment Service office has been open for the past 3 years. As the number of job opportunities available has increased every year, placements have also increased. Those students who take the time and effort to visit the Youth Employment Service office have proved more highly motivated and dependable in their efforts to obtain and retain employment than those registered in the high schools. In the past 2 years, college students have also been applying to the office for

Paul L. Bryan, Jr., is Manager, Norfolk local office, Virginia Employment Commission.

Paul L. Bryan, Jr., manager, Virginia Employment Commission local office, and Linwood F. Perkins, vice mayor, interview the first job applicant at the YES in Norfolk in 1964.

job assistance. Applications taken during the past year indicated that students from 27 colleges and high school students from 38 States applied to the Youth Office.

The counselor in charge of the office has made every effort to find jobs in line with the student's career objectives. For example, the counselor developed a job with a local radio station for a high school junior interested in radio entertainment. She is now a high school senior and is still employed as a singer. A young man interested in municipal employment was referred to the City and is now employed in the Planning Commission office. Another young man, looking to a future in engineering, was referred to the Public Works Department of the local U.S. Naval Station. It is well worth the additional time and effort required to place young applicants in the type of employment which they plan to make their life's work and the number of such placements has increased every year.

The success of our efforts to render service to high school youth has resulted from the cooperation we received from various community organizations. The cooperation of the Mayor's Youth Commission has led to very favorable public relations for the Employment Service. Through the Manager's contact with the City Council, placements of students have been made with businessmen members of the Council. The Junior Chamber of Commerce has also cooperated with the Youth Employment Service for the past several years by sending letters to the business community. The Jaycees, all young businessmen, have also personally solicited job openings for the Youth Office. Local real estate firms have cooperated in furnishing free office space for the Youth Office; the city furnished the office equipment, and the Employment Service, the staff. The local high schools also supplied clerical help.

A change in a city ordnance has increased the size of the Mayor's Youth Commission and the local Employment Service manager is now a member.

In addition to sponsoring the Youth Employment Service with the Employment Service and the Junior Chamber of Commerce, the Mayor's Youth Commission has for the past 2 years sponsored a "Youth Cadet Corps." These selected high school students are employed during the summer months by the Division of Parks and Recreation to work on beautifying city property.

We have found that the way to obtain the cooperation of the various community groups and organizations is to attend their meetings, tell them our needs, and let them know how they can help us. We sell them on the idea that service to our youth is a civic duty, that by rendering service to the Youth Employment Service they are assisting the whole community. An employed youth is not likely to become a delinquent youth.

The Jaycees are a particularly valuable community resource. As a group of young businessmen, the problems of their high school days are still fresh in their minds, and they are always on the lookout for civic activities. We have talked to their officers, met their committees, offered them a job to do, and they are doing it.

In May 1965, in compliance with the President's Youth Opportunity Campaign, the Employment Service local office manager contacted the local representative of the U.S. Civil Service Commission and industrial relations officers of the various governmental installations in the area. Meetings were arranged, plans for the recruitment of disadvantaged youth were discussed and formulated. The Employment Service manager requested the Mayor to proclaim June as Youth Opportunity Month. The proclamation was issued on June 8 and publicized by the various news media.

The Employment Service was the focal point for recruitment. Cooperation of school counselors and welfare agencies was obtained. By working together approximately 200 youth were recruited, screened, referred, and placed in a very short time.

In cooperation with the local office of the Bureau of Apprenticeship and Training, we have had a cooperative agreement in the area for a number of years for the recruitment and testing of potential applicants for apprentice training. All of the Joint Apprenticeship Councils of the building trades have agreed to recruit through the Employment Service exclusively.

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Westchester Summer Program For Youth

Photo courtesy Westchester Rockland Newspaper Group.
These three young men made several hundred dollars on this car wash project during the summer.

HERBERT A. HOWE

"The three of us want to work together!" This, blurted out by a bright-eyed lad of 16, flanked by two eager companions, was the pronouncement made one day to our Summer Placement Interviewer in Ossining, N.Y.

"Together? It's hard to get enough individual jobs, but jobs for crews—well, we'll do our best, and you check with us in a few days."

"No! You don't understand," the youngster persisted, "We have a proposition. It's like this. We need three other guys, and then we can set up an assembly-line auto wash. All we need is a busy location and a little publicity."

"You forgot something," said the interviewer. "Water! We're in a serious drought. But give us a day or two, and come back." It was the best offer she could make at the moment.

Herbert A. Howe is Employment Security Superintendent of the Suburban District of the New York State Division of Employment.

Auto wash! Auto wash! With what, and where? The interviewer consulted with the chairman of the local Advisory Committee, who talked to the mayor, who called the editor of the local newspaper, who checked with the police. And by the time the boys came back, the interviewer had a real proposition. A reservoir on a busy road was being emptied for repair, with a trickle running out near the main road. The police agreed to the boys' plan and the newspaper would take pictures. Three other boys were willing to join the team. Site, location, labor, and raw material were now available!

The boys took over immediately. They made signs and manned the location with pails, soap, and plenty of elbow grease. It worked! There was front page publicity, lots of customers and, until the water gave out, the boys earned several hundred dollars in cash, and a great deal more in valuable experience. Essentially, that is what the "Make-a-Job" Summer Program for Youth has been all about in suburban Westchester for the last 3 years.

Nearly 5,000 youngsters found employment through the program in 1965 and earned well over half a million dollars. Not every placement was so dramatic as the car-wash deal, but each contributed toward the morale and sound work experience of an ambitious youngster. But that is not what made the Westchester program unusual. It was unusual only because it succeeded in volume. It found many hundreds more jobs than its planners and well-wishers thought possible. Why? There appear to have been several principal contributing factors.

We received valuable advice from those whom we consulted in our planning. As a result, we disregarded the tight job market as the principal source for summer jobs for teenagers. We knew that industrial labor demand would easily absorb many, but we also knew that the greater proportion would not fit into these jobs at all. Real placement volume would follow only persuasion of great numbers of private citizens to find useful work in their own homes and neighborhood businesses, and to "Make-a-Job" for the benefit of the youngsters. We didn't promote boondoggles, and just as carefully avoided projects which would substitute "cheap labor" in jobs better done by craftsmen. "Make-a-Job" slogan took hold, and jobs were made, just for teenagers.

An important contribution was made by local committees which

gave personal assistance in working at the many chores involved, as well as in stimulating and sustaining community interest.

Professionals know that effective community volunteers need maximum leeway in operation, even though it may produce a great number of impracticable suggestions. However, it is also axiomatic that many seeming improbabilities work out surprisingly well.

Such was the case when one volunteer suggested that some of the youngsters might give dancing lessons in the new frug variations. But, it worked! Hearing of the notion, mothers of some incipient wall flowers requested reliable young instructors, at $4 per hour, with the stipulation that the young men attend schools different from those attended by their pupils. You might say that these were jobs without a future, but they did illustrate the fact that for a summer job program, good planning, good organization, and good operating practices are necessary, but the scatter-shot technique for job finding is also effective.

A good community committee gets amazing results, like the committee in Harrison. It took over with enthusiasm; it bombarded us with more ideas than we could handle; and it finally voted itself into working with the Employment Service and the schools to find part-time employment for students during the school year. Four other community committees followed suit. We now have a continuity which we did not anticipate but surely welcome.

Also influential was the publicity—lots of it all during the summer. It started with 125,000 pieces of promotional material, prepared by the Division of Employment's Public Relations Office and mailed to Westchester residents through the cooperation of the local Tax and Water Authority which lent its addressograph facilities. Thousands of handouts were distributed by volunteer workers. Field visits and telephone solicitations were made continuously by volunteers and Division staff. The program was mentioned at church meetings, service clubs, and social meetings. The local radio stations plugged it almost daily. But, principally, the county newspapers gave it continuous and wide coverage. "Jobmobiles" emblazoned with billboards and carrying soundtrack job appeals from local mayors toured the most likely neighborhoods, and were stationed periodically where prospective employers and jobseekers could best find them. Last year the President's Summer Jobs for Youth Campaign added national importance to our appeal.

The program is growing and succeeding because it is needed and because everyone is told about it and wants it to succeed. Of course, sum-

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Photo courtesy Westchester Rockland Newspaper Group.

Planning for the Westchester Summer Program for Youth.

This "jobmobile" carried the message to neighborhoods where jobs and workers were most likely to be found.

Outstationing With Social Service Groups

DON R. BRYANT

Since establishing one of the first Youth Opportunity Centers in the Nation in Atlanta, the State Employment Service of the Georgia Department of Labor has moved to broaden and deepen its services. Through a cooperative agreement with Economic Opportunity Atlanta, Inc., the agency which operates Atlanta's Community Action Program, the Employment Service has decentralized a portion of its services into the nine Neighborhood Service Centers in the area. Economic Opportunity Atlanta, Inc. will open three new centers in the spring. These centers are strategically located in or near the major concentrations of poverty in the city and its suburbs.

The Neighborhood Service Centers are designed to bring assistance in the areas of employment and training, social services, and education directly to the residents of low income areas. When surveys were made, it was found to the surprise of many that some residents of these low income areas had never traveled more than a few blocks from their homes. They had little idea of what downtown Atlanta was like, and knew virtually nothing of the assistance services available or how to apply for them.

Other government and private agencies as well as the Employment Service have out-stationed personnel in the Neighborhood Service Centers. The Employment Service sometimes refers eligible persons to other agencies for medical attention, legal assistance, day care for their children, help in locating decent housing, adult basic education, cultural enrichment courses, and many other social and educational services.

While the centers emphasize service for the entire family, more than 40 percent of those interviewed by the ES representatives were youth. It is often through joint efforts with the Social Services and Education Departments that an individual's employment problem can be solved. For example, a 19-year-old woman with two small children applied for assistance at one of the Neighborhood Service Centers. Her primary need was to secure employment to support her children. In a depth interview, it was learned that the young woman was married at the age of 15 and divorced about a year later. She had served a 2-year sentence for writing bad checks. Her common-law husband had just deserted her, and she and the children had been

GSES personnel outstationed in Neighborhood Service Centers discuss recruiting areas. Low-income areas are plotted on the map to insure that all areas are covered in the recruiting campaign.

Don R. Bryant is Manpower Coordinator, Georgia State Employment Service.

Youth are recruited in low-income areas and escorted to the Service Center. Here Albert Martin brings three youths into the Nash-Washington Center for assistance from the Manpower Section.

existing on the local surplus food program. Although this seems an extreme situation, Employment Service personnel are faced with such problems frequently.

After the interview, the Employment Service representative in the Center arranged a job interview for the applicant at a local hospital, and she was hired the next day. However, it was apparent that the applicant could not fulfill her obligations to her new employer unless proper care could be arranged for her children. The ES representative in the Neighborhood Service Center referred her to the Day Care Section of the Social Services Department where adequate care was arranged. With a job and proper care for the children, this young woman can now face a brighter future.

The Manpower Sections of the Neighborhood Service Centers are operated by the Georgia State Employment Service, with Economic Opportunity Atlanta, Inc., furnishing any needed assistance. One or two experienced Employment Service representatives head the Manpower Department in each Neighborhood Service Center. Economic Opportunity Atlanta furnishes a clerical worker and three aides. These aides have lived most or all of their lives in the community being served and provide invaluable assistance in locating the hard-core poverty residents in the Center area. A Peer Group Aide assigned to the Manpower Section is charged with responsibility for seeking out the youth in his Center area. He recruits youths through local ministers, in pool halls, on playgrounds, in beer parlors, on street corners, and any other place where the young men of the community gather.

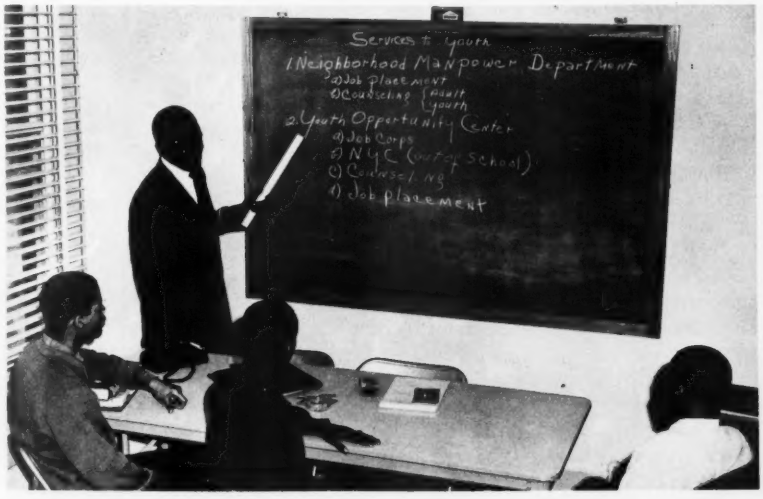
The aide must know the area and the people in it, because the young men in the slum areas of Atlanta are highly suspicious of anyone who tries to help them. The low income women appear more ready to accept responsibility and are usually eager to take advantage of job opportunities and training programs. They often apply at the Neighborhood Service Center for these services and require little encouragement to prepare themselves to enter the job market.

Although the Atlanta job market is favorable to the employment of youth, disadvantaged young people often find only the most menial jobs available to them. Many have completed the 10th grade, and some have a high school diploma, yet test records often show a functional ability of only grammar-school level. With such applicants, a careful screening process is followed to determine if the youth has a problem of vocational choice, a social adjustment problem that might affect his employability, or a need for further education or training.

When it is determined that the youth has any of these problems, he is referred to the Youth Opportunity Center. By means of a referral and followup form, the ES representative in the Neighborhood Service Center is advised of the progress and final action taken for each applicant referred to the Youth Opportunity Center. A youth who is not currently ready to enter the job market may be referred to the Job Corps, Neighborhood Youth Corps, or MDTA or other training.

Sometimes more difficult cases are referred to the new work evaluation center, which is operated by the Vocational Rehabilitation Division of the State Department of Education with the cooperation of GSES. Here, studies in depth are conducted to determine the kind and degree of help needed to make the young people and adults eligible for suitable employment. This center is an experimental project and the only one of its kind.

In addition to employment and social services, the Neighborhood Service Centers give attention to educational needs. A Community School program operated by the local public school system is designed to keep schools open evenings to make



Ernest W. Wright, GSES representative at the Neighborhood Service Center, explains some of the opportunities these young men have available to them.

a total education program available to everyone in the community. In addition to classes in adult basic education and adult high school, enrichment courses in such subjects as dressmaking, hatmaking, driver education, and public speaking are offered. The Employment Service encourages residents in poverty areas of Atlanta to take advantage of the Community School program.

In December 1965, the Atlanta public school system asked the Neighborhood Services Organization to help in recruiting several hundred teacher aides to relieve teachers. These aides perform nonteaching tasks such as taking the children to lunch, supervising recess periods, keeping class records, and other similar duties. Employment Service representatives in three Centers carried out this recruiting effort. At group interviewing sessions, applicants were given specific appointments to return. The applicants were divided into three groups depending on the amount of clerical experience or other types of skills they possessed. In 2 days, over 300 potential teacher aides were interviewed; 115 have been employed, and others will be employed on a staggered basis. Many of those aides are young people who will be encouraged to seek a teaching career.

In January 1966, the Manpower Sections, with the help of other staff members of the Neighborhood Service Centers, coordinated an intensive 2-week recruiting campaign for youth. Counselors and interviewers from the Atlanta YOC and from the Neighborhood Youth Corps joined in this endeavor, and four special youth recruiting stations were set up in convenient locations about the city. Each Center had an aptitude testing section. A team of recruiters, consisting of professional persons and aides, left the Recruiting Center each morning for the specific neighborhoods assigned to them. The youths recruited from the neighborhoods were taken to a Recruiting Center, where they were told about the Employment Service and other programs available to them. With the aid of testing and counseling, a determination was made as to the best course of action for each to take. During the 2-week recruiting effort, over 500 young people from hard-core poverty areas were brought into the recruiting stations. More than 400 of them were enrolled in MDTA vocational training schools, Neighborhood Youth Corps, Job Corps, and other programs.

Immediately after this crash effort to recruit youth, ES personnel outstationed in the Neighborhood Service Center were called upon again—this time for Operation Medicare Alert. The purpose of this 12-week program was to notify all older persons in the Atlanta area of their benefits and rights under the new Social Security laws. The ES personnel were asked to recruit 110 men and women at least 50 years of age who were considered to be living under poverty conditions. And there were only 4 days in which to accomplish this task! All jobs were filled on schedule and there were enough additional applicants for any necessary replacements.

Hank Aaron of the Atlanta Braves gives batting tips to Neighborhood Youth Corpsmen who are working on a project at Atlanta's new major league sports stadium.

The results of the Georgia State Employment Service outstation program for the youth of the Atlanta area have been encouraging. It is hoped that by making the services available in the communities where they are so vitally needed, and by actively recruiting poverty youth for jobs and programs especially designed for them, a solution to some of the problems of job training and employment for these young people will have been found.

TAKING STOCK OF YOC

(*Continued from page 13*)

Many factors operate to decrease the employability of youth. Centers in bilingual areas have applicants who lack the ability to speak, read, or write English. The YOC in Washington, D.C., reports that the lack of drivers' licenses or the inability to drive is sometimes a problem in placing graduates of MDTA courses.

Need for Temporary Jobs

Temporary employment for needy applicants ranges close to the top of the list of MUST items. In Phoenix, Ariz., a part-time temporary placement unit has been set up. As one means of developing more employer interest, the St. Louis, Mo., YOC has started a postcard résumé program. The card mentions the employer's past employment needs and suggests that he might wish to interview the youth whose brief, one-paragraph résumé follows. Several YOC's report a dearth of job openings for 16- and 17-year-old youth, as well as for young women.

In a few instances, tension seems to have built up between the YOC and the local office over the sharing of job orders. Regular joint meetings, on a monthly or semimonthly basis, of YOC and local office staff are being used effectively in some areas. Through this means, staff get to know each other better and have the opportunity to discuss mutual problems and to cooperate—in reaching their common goals.

As he dedicated the Twin Cities' Center in Minneapolis on July 6, 1965, Vice President Humphrey said: "What does this Youth Opportunity Center offer? It offers what one youth told me not long ago, 'It was my last chance.' It offers a way to get back into the mainstream of America. This Youth Opportunity Center is open to all who need it; the door here will always be open."

Having successfully weathered their first year, YOC's are on their way toward opening more doors for youth who need employability help.

MANPOWER TRENDS

AREAS WITH LOW UNEMPLOYMENT AT RECORD

In March, 55 of the 150 major areas regularly surveyed by the U.S. Employment Service and affiliated State agencies were classified as areas of low unemployment, an all-time high under the present classification system inaugurated in May 1955. Seventeen areas were on the substantial unemployment list, the smallest number since May 1955. Major areas with low to moderate unemployment totaled 133, compared with 121 last March. All changes in area ratings were in the direction of lower unemployment, with Chicago, Detroit, Gary-Hammond-East Chicago (Ind.), Lorain-Elyria (Ohio), and Wichita (Kans.) shifted from moderate to low unemployment and Lawrence-Haverhill (Mass.) from substantial to moderate unemployment.

POSTWAR RECORDS FOR FEBRUARY IN JOB OPENINGS AND PLACEMENTS

Job openings listed by employers with local offices of the Employment Service system and openings remaining unfilled were the highest for February since the series began late in 1946. In total, nearly 1 million jobs were available through the public employment offices, while the number of new job applicants dropped 5 percent over the year to 852,000. ES placements in nonfarm jobs reached a postwar peak for February of 460,000. As factory payrolls continued to grow, ES placements in durable goods industries rose nearly 27 percent over February 1965. Over 46,800 openings for which qualified local workers were unavailable were placed in the ES interarea recruitment system in March, compared with 25,350 the year earlier, an 85 percent increase. Hard-to-fill openings for professional occupations increased by 29 percent over the year and were still the largest group for which workers were being sought in other areas.

TOTAL EMPLOYMENT 72 MILLION IN MARCH

Nearly 500,000 more persons worked in March than in February, as total employment (including self-employed, household domestic, and unpaid family workers) rose to 72 million, 1.9 million above March 1965. Besides the strong job gains, the number of workers on part time for economic reasons remained at February's 1.6 million, a drop of 340,000 from March 1965, and evidence of fuller utilization of the Nation's employed. Job gains over the year of 900,000 for teenagers, 725,000 for women, and 250,000 for men exceeded increases of these groups in the labor force and brought commensurate reductions in their unemployment.

UNEMPLOYMENT AT 3.0 MILLION IN MARCH

Unemployment, declining a slightly less-than-seasonal 120,000 from February, totaled 3.0 million in March, down 700,000 from the 1965 month. Included among the unemployed were 1.4 million men, 900,000 women, and 750,000 teenagers. All but 125,000 of the men, over 80 percent of the women, and over half of the teenagers sought full-time work. At nearly a seasonal peak in March, joblessness among men can be expected to drop as outdoor activities pick up. Long-term unemployment, at 750,000, was down 270,000 from a year ago and the lowest for March since 1957.

UNEMPLOYMENT RATE STAYS BELOW 4 PERCENT IN MARCH

March's unemployment rate of 3.8 percent was virtually unchanged from 3.7 percent in February. Rates for men and women remained at low levels, but the jobless rate for teenagers moved up over the month to 11.7 percent, the lowest since late 1957, except for February's 11 percent rate. Unemployment averaged 3.8 percent of the labor force in the first quarter of 1966, down sharply from 4.2 percent in 1965's last quarter and the first time since 1953 that a quarterly average has fallen below 4 percent.

INSURED UNEMPLOYMENT DOWN

State insured unemployment fell by 265,000 to 1.4 million in March, primarily because of a pickup in outdoor work and reduced joblessness among apparel workers. All States reported declines from February, the largest occurring in New York, Pennsylvania, Ohio, and California.

SHARP GAINS IN NONFARM PAYROLLS

Nonfarm payroll employment showed the largest February-March gain since 1950, rising by 520,000 to 61.7 million. The 300,000 greater-than-seasonal increase was broadly based and largest in construction, manufacturing, trade, miscellaneous services, and government. Seasonally adjusted, payroll employment reached an alltime high.

FACTORY JOBS AT RECORD

Manufacturing employment, continuing the across-the-board uptrend of 1965, increased 125,000 from February--three times the expected seasonal rise--to an alltime high of 18.6 million. Two-thirds of the over-the-month improvement occurred in three industries--transportation equipment, fabricated metals, and electrical equipment--which have been increasing strongly for most of the past year. At 13.8 million, production worker employment was highest for March since 1953.

OVERTIME HIGHEST ON RECORD FOR MARCH

Average factory workweek rose seasonally by 0.2 hour over the month and 0.3 hour over the year to 41.5 hours. At 3.9 hours, overtime was the highest for March since the series began in 1956. Factory workers' weekly earnings reached a record $111.22 in March.

Project New Start

ROBERT H. HUGHES

Before I started here in this school, it was like I was out in the middle of the ocean surrounded by water and I didn't have any place to go. But then, when I started coming down here to the Youth Opportunity Center, it was like there was an island that was very far away, and I could get to it if I tried hard. If I don't make it here, I don't think I will ever have anything in my whole life.

A 21-year-old youth was telling his counselor how he felt about Project New Start, currently underway in Denver's Youth Opportunity Center. The comment is especially compelling when one knows that this boy was committed to the Colorado State Penitentiary when he was only 16 years old and was returned once as a parole violator.

Although this youth is more articulate than most of the others in the project, his feelings represent the response of the first group of enrollees to the program.

Project New Start is funded by the Office of Juvenile Delinquency and Youth Development of the U.S. Department of Health, Education, and Welfare to experiment with techniques designed to enhance the employability of disadvantaged young men who have dropped out of school and have had some involvement in delinquent activity. A major objective of the experiment is to determine whether new methods are effective in working with such youth and whether the new techniques can be integrated into the program of other Youth Opportunity Centers in the Nation.

Although Project New Start is somewhat similar to a regular Manpower Development and Training Act course in basic education, prevocational and vocational training, and job placement, it differs significantly in that instructors emphasize acculturation and socialization, on-the-job work experience, and the intensive use of group techniques.

Techniques currently used include programed instruction in all areas of basic education; group counseling; tours of business firms, universities, and cultural institutions; role playing; speakers; films; and utilization of nonprofessional workers. The average youth spends nearly 10 hours a day in project-related activities, although he is paid for only 6 hours.

The basic theory underlying the project is that—for many youths, at least—a job is not enough. The subjective response which each young man makes to various encounters in his environment often prevents him from behaving in an objectively desired manner. Stated another way, opportunity means freedom from emotional turmoil, confusion, and doubt as much as it means a chance to work, go to school, and make money.

The personal history of the delinquent youth is one of failing to take advantage of opportunities and of "messing up." In short, his history of failures produces a self-image of incompetence which destroys hope, aspiration, and ability to achieve.

Because of the basic theory, the project staff directs the program in such a way as to meet the immediate needs and problems of each trainee. In group counseling sesssions, the youths are encouraged to make suggestions on how the project should be conducted. This helps the staff to know if the project activities are serving their purpose. Nonprofessional group leaders work with the trainees at the Center during the day and in the community at night.

Every youth in the first group of trainees expressed a willingness to continue basic education without pay after he is placed on a job or in vocational training.

Education provided in the project does not rely on external rewards or contingency management, in the narrow sense of that term, in order to "motivate" the students. There are no regular teachers in the basic education program. The nonprofessional group leaders assist the young men in the programs and inform the teaching consultant when a trainee is having difficulty. The consultant then prescribes a remedy to overcome the problem. Programed instructional materials, which require each trainee to be his own teacher, have improved each youth's self esteem and confidence in his ability to learn.

Testing is used to inform the trainees of their progress, but no grades are given for performance or lack of it. The essential spirit in the classroom is one of cooperation, not competition. Speakers, tours, films, cultural activities, university visits,

Robert H. Hughes is Director, Project New Start, Denver Youth Opportunity Center, Colorado Employment Department.

and such other activities have been geared toward acculturation and socialization experience which, it is hoped, will have a noteworthy impact on each trainee's perception of the world and on reducing the incidence of delinquent behavior.

The integration of the educational program with other experience of the project is intended to produce a therapeutic environment in which each activity is functional at two different levels—the level of acquiring skill which is useful and meaningful, and the level of acquiring insight which leads to changes in perceptions and behavior.

New Start, which will involve 150 participants over a 14-month period, has been in operation for 2 months and has "graduated" its first group of young men.

Each of the 16 trainees in the first group has decided what he wants to do, and placements have been made accordingly. At present, these young men are involved in a wide variety of activities, including MDTA training, continued basic education, and work experience (full-time work with pay at going rates, but not formal on-the-job training).

A new group of 15 trainees will enter New Start every 6 weeks.

Achieving successful employment experiences and reducing delinquency for such youth present an enormous challenge to Youth Opportunity Centers throughout the country. A job—by itself—does not always reduce delinquency, and counseling and therapy do not provide an individual with skills necessary for economic survival.

The young man quoted at the beginning of this article expressed in his own way a feeling of hope about the future which he had never had before. The success of New Start will be determined by the extent to which young men like him are able to achieve the goals which they express. The important challenge to the Youth Opportunity Center staff is to help each youth move from the troubled waters which surround him to the relative safety and security of that island which seems so far away.

New Dimensions

(*Continued from page 6*)

tinued experimentation and new approaches.

The cooperation of more universities should be enlisted in developing curricula and offering courses to train employment counselors, job market analysts, and other specialists. Greater availability of grants and scholarships in these fields would encourage more students to enter training for careers in the Employment Service and other organizations serving the disadvantaged and would stimulate graduate students to undertake research in manpower problems.

More ways need to be found to extend facilities for reaching rural youth with the fuller range of counseling, testing, training opportunities, and followup services that are offered by the Youth Opportunity Centers in the larger urban centers. This may require greater use of mobile teams in more areas and outstationed or itinerant counselors. More extensive use of volunteers, carefully selected and trained as auxiliary personnel, can help to extend available resources.

Help Him to Know About Jobs

Further experimentation is needed in ways to present occupational information, in particular to the youth with a limited background who has little knowledge of jobs and needs information to broaden his vocational horizons and raise his aspirations. Research is needed with various audiovisual means of presenting job information, such as slides, films, and picture book presentations with nontechnical descriptions of jobs, groups of jobs, and industrial and business processes.

To avoid excluding anyone because of a test, more nonreading measures of aptitudes and learning ability are needed to assess the potential of culturally deprived youth to succeed in training for a broad range of occupations.

Expanded programs for training and rehabilitation of youthful offenders and parolees are needed to reclaim many youth from returning to an environment conducive to further difficulty. The Denver experimental project, which includes a "halfway" house as a supportive bridge to the community, is a pilot project in this area (see "Project New Start," page 14).

The extension of community mental health facilities made possible by recent legislation offers an opportunity to include behavior clinics for maladjusted and delinquent youth. Community action programs should encourage and support inclusion of a program for youth as a part of any facility proposed in a community.

Intensive job development efforts are an essential corollary to development of employability. The ultimate objective of all programs for the jobless youth is to place these youth in jobs. These efforts have an immediate urgency, as the "graduates" of MDTA training, NYC projects, and the Job Corps come to the local offices seeking the fulfillment of their preparatory labors.

The Employment Service must step up its work with employers to achieve relaxation of unrealistic hiring requirements and breaking down of prejudice in hiring and promotion. These are being spurred by the tightening job market and looming skill shortages in many areas. "Learning by doing" is an effective educational technique, which is especially well suited to meeting the needs of employers and new workers in periods of high employment. More intensive efforts are also needed to promote on-the-job training programs under MDTA, both to provide youth with avenues to employment and to provide employers with needed workers. More employers need to be made aware of the opportunities available under these programs to upgrade the skills of their present employees. This, in turn, will make room for entry workers.

The same kind of intensive, coordinated effort must be applied to finding permanent employment for youth that is now being directed to developing their employability. *There is only one acceptable answer for jobless youth—jobs.*

Investing in America's Future

GERTRUDE RESNICK

"I can't find a job. . . ."

"It says only experienced need apply. . . ."

"College? Sure, but I'll need money. . . ."

"I wonder what it's like to work at. . . ."

This was the call of youth when the National Council of Jewish Women, a 73-year-old organization devoted to community service, began a nationwide study of the employment needs of young people, following a White House Conference on Youth in 1960. In a continuing 2-year survey of its own area, the North Shore (Illinois) Section of the Council determined that there was an unmet need in this field. With the Section bearing the entire cost of the project, the Youth Employment Service was established. The project was devoted to finding jobs for high school students, without regard to race, creed, or color.

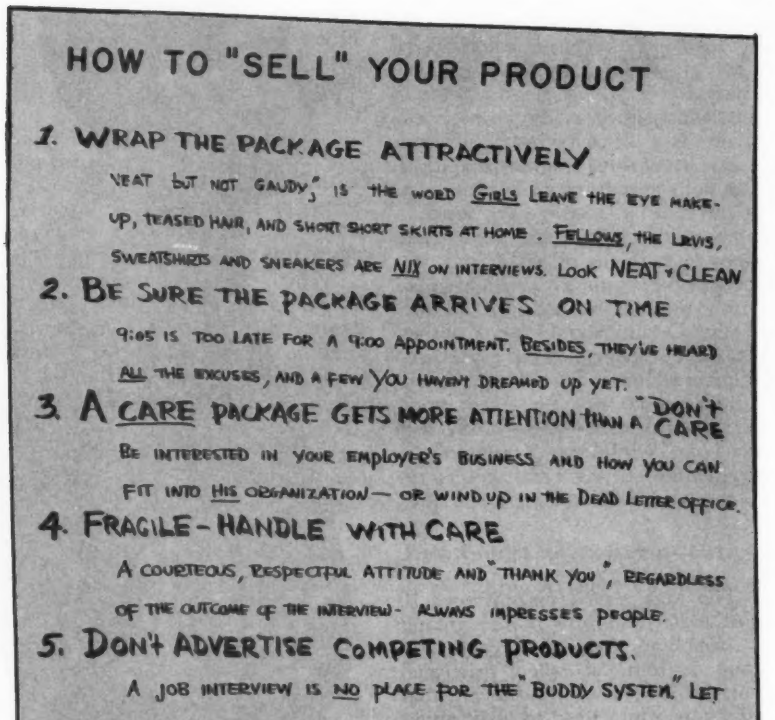
The area served encompasses 10 northeastern suburbs in the greater metropolitan area of Chicago, and contains some so-called privileged towns. We believe, however, that *all* young adults need to learn about economic independence, the meaning and function of money, the realities and discipline of the workaday world, and the delight of receiving a first pay envelope. Young adults also need to learn their capabilities and limitations, to get and practice good working habits, and to take that first step towards adulthood, independence, and recognition. That first job is a very important one.

With the training, counseling, guidance, and good wishes of the Illinois State Employment Service, we opened our doors on March 1, 1964, to all high school students aged

Mrs. Gertrude Resnick is Administrator of the Youth Employment Service, Illinois.

16 and over who reside in the 10 specified suburbs.

A monumental publicity campaign was launched—by mail, telephone, word of mouth, posters, addresses to community organizations and business establishments, visits to schools, and talks to the student councils of seven high schools. To the adults and potential employers, we stressed the worth of a youth labor pool for after-school, part-time, and summer jobs. We asked them to help motivate youth to appreciate gainful employment and responsibility. We assured them that all our applicants are screened and interviewed; comprehensive profiles are made by our trained volunteers; and to the best of our ability, we would place the right applicant in the right job.


HOW TO "SELL" YOUR PRODUCT
1. WRAP THE PACKAGE ATTRACTIVELY
NEAT BUT NOT GAUDY," IS THE WORD GIRLS LEAVE THE EYE MAKE-UP, TEASED HAIR, AND SHORT SHORT SKIRTS AT HOME. FELLOWS, THE LEVIS, SWEATSHIRTS AND SNEAKERS ARE NIX ON INTERVIEWS. LOOK NEAT + CLEAN
2. BE SURE THE PACKAGE ARRIVES ON TIME
9:05 IS TOO LATE FOR A 9:00 APPOINTMENT. BESIDES, THEY'VE HEARD ALL THE EXCUSES, AND A FEW YOU HAVEN'T DREAMED UP YET.
3. A CARE PACKAGE GETS MORE ATTENTION THAN A "DON'T CARE"
BE INTERESTED IN YOUR EMPLOYER'S BUSINESS AND HOW YOU CAN FIT INTO HIS ORGANIZATION— OR WIND UP IN THE DEAD LETTER OFFICE.
4. FRAGILE - HANDLE WITH CARE
A COURTEOUS, RESPECTFUL ATTITUDE AND "THANK YOU", REGARDLESS OF THE OUTCOME OF THE INTERVIEW - ALWAYS IMPRESSES PEOPLE.
5. DON'T ADVERTISE COMPETING PRODUCTS.
A JOB INTERVIEW IS NO PLACE FOR THE "BUDDY SYSTEM." LET YOUR FRIENDS DO THEIR OWN JOB-HUNTING.
6. FALSE ADVERTISING DOESN'T PAY
FILL OUT THE APPLICATION TRUTHFULLY - DON'T CLAIM EXPERIENCE OR SKILLS YOU DON'T HAVE. IT ALWAYS BACKFIRES - AND DOESN'T HELP Y.E.S. FIND MORE EMPLOYERS, EITHER.
7. FILL OUT APPLICATION NEATLY
PRINT IF NECESSARY, OR WRITE LEGIBLY

To the young adults, many of them unskilled and inexperienced, we offered an exposure to a variety of working conditions; an opportunity to earn money to save for their college days or use for personal needs; to learn the value and dignity of work; and to be constructively occupied.

A workshop arranged by the Illinois State Employment Service had taught us the laws and legislative programs relating to youth employment, both State and Federal. As job orders came in, they were carefully scrutinized to see that wage standards and safety measures complied with the child labor laws. A salary schedule was set by the board of YES after study of the minimum fair wage standards for minors, as set down in the Illinois laws relating to labor and employment.

Applications started to pour in, and statistics showed that, contrary to accepted opinion, our suburbs contained many families that would be hard put to finance their childrens' college educations, and that young adults were increasingly anxious about the cost of higher education. Job preference, of course, was given on a financial need basis.

As our workload and reputation increased, we sought a broad base of support from the community and established a citizens' advisory committee, made up of representatives from the high schools, the social service agencies, the Illinois State Employment Service, the business communities, and the communications media. This committee, which meets three times a year, helps to guide the direction of YES and gives depth to its deliberations.

We collaborate closely with the school guidance departments and the community social agencies which call upon us to give special attention and priority to boys and girls who need part-time jobs because of social or financial reasons. All information given us is kept in strict confidence.

YES Day at Deerfield High School.

Two small offices are open to applicants 30 hours a week. Furnished with discarded office equipment, painted by a volunteer, after school hours it takes on the appearance of a lively corner drugstore, filled with chattering, jobseeking adolescents. All applicants receive private interviews. First, they are asked to study a chart which points up deportment, dress, reliability, punctuality, and in general tells them how to conduct themselves during a job interview. After they have filled out their application forms, the interview progresses. We learn of their interests, experience—or lack of it, available transportation, vocationally significant courses, hobbies and activities. We question any incongruities in their written applications.

Since this is the first interview for many of the young people, we correct spelling, grammar, and speech, urge a haircut if necessary, and analyze with the applicant his job desires and qualifications. When the applicant leaves, the volunteer interviewer writes her comments on his maturity, poise, attitude towards work, and other pertinent information. She codes his application and makes out category cards for jobs for which he qualifies. His record is kept in the current files until high school graduation.

Initially, business establishments believed there were few openings for youth in after-school, part-time, and summer jobs. There are relatively few large industrial plants in the area; most of the businesses are small stores, shops, offices, and service organizations. However, a survey made by the Business Education Department of a local high school in a typical suburb indicated that:

(1) More than half of the firms offer part-time or full-time summer employment to high school students who plan to enter college in the fall;

(2) Sixty percent of the firms employ high school students during the school year in sales, clerical, and secretarial positions.

Increasingly, we have achieved a place in the life of the 10 suburbs by developing a youth labor pool. More and more doors are being opened to boys and girls, and businessmen are becoming aware of youths' initiative and responsibility, and are learning that youth employment is a social problem of national scope.

Job openings come to us from many sources. A publisher of five local weekly newspapers has given us free space in his want ad columns since our inception. A job development committee culls the telephone directories for businesses that might need part-time help. Three times a year, we send mailings to business houses telling of our free placement services—free to employees *and* employers. A line in our job order form asks for "Job Source." More and more, the answer is "Satisfied Customer." These repeat job openings are becoming the life blood of our project.

Most of the job requests are for the usual types of part-time work—clerical help, sales clerks, deliverymen, handymen, lawn workers, dishwashers, baby sitters, typists, and the like.

In addition, we are constantly being asked to fill jobs which might otherwise be left vacant because of their unusual hiring requirements. We have successfully placed a boy to feed and read to an elderly gentle-

man afflicted with Parkinson's disease; a girl companion to a deaf child (by an applicant who plans to major in speech); a boy to do research and typing for an author; a pianist for a children's dancing class; two young aspiring artists for a greeting card company; a dog walker for an elderly couple; a red-haired girl for a sketching class; a girl to cook for a blind couple on weekends; and a young guitarist-companion to a 4½-year-old retarded child so that the child would be exposed to someone outside his family.

We spot check our placements as to work performance and dependability of the applicants, and the responses are noted in our files.

Under a cooperative arrangement, young adults whom we cannot place are referred to the local Employment Service office. These are college students, youths living outside our geographical area, and school dropouts.

We encourage volunteer work by our applicants. We believe that, in such work, young adults begin to achieve maturity, responsibility, and appropriate work habits and attitudes while making a contribution to their community groups. We have placed 170 boys and girls in volunteer projects. Last summer we worked with the Cook County Bureau of Public Aid in a highly successful pilot program called Higher Horizons; we will supply an increased number of young volunteers to that Bureau this summer. The Federal Government's Downey Hospital for Veterans has asked us to select young volunteers for them for this coming year.

With increasing frequency, we are being asked by outlying communities and organizations for advice and guidance in setting up programs similar to ours. The Hinsdale YES has been set up 35 miles from Chicago. At present, we are setting a date for the opening of the Skokie Township YES. The Cicero Industrial Ministry, an affiliate of the Chicago Missionary Society, and four other towns in our area have requested our help. These volunteer youth employment services implement the efforts of the public Employment Service agencies.

We are constantly exploring new avenues of pointing out the dollars and "sense" of hiring youth for part-time, after-school, and summer work. To a suburb that was not giving us many jobs, we sent letters on telegraph forms. For a local radio station, we have taped job interviews and invited listeners to provide specific jobs for specific applicants. Since public transportation in the suburbs is practically nonexistent and mobility is a great problem, we have created a YES Day in the high schools. Our staff goes to the schools for interviews twice a year, in addition to the interviewing done in our offices. In cooperation with the Illinois State Employment Service, we are planning to establish a college outpost which will function as a summer employment service for college students living in the northeastern suburbs.

Our staff consists of 20 women volunteers who have given over 8,000 hours of service. We found it necessary to hire a paid administrator this last year.

What does all this amount to? On March 1, 1966, we were 2 years old. Statistics for the first 23 months show 1,558 high school applicants interviewed, 1,171 openings for paying jobs filled (some applicants have been placed more than once), and 170 volunteer placements. We have provided a free youth employment service, created job opportunities, and directed young people to them. We have encouraged and aided communities about us to engage in similar work. Although approximately 85 percent of the young people of the area plan to attend college, and only about 2 percent are high school dropouts, we hope we have offered youth the opportunity to meet the business world, and in turn exposed the potential of youth to adult society.

Miss Muriel Klinge, Guidance Director, watches a student fill out an application form on YES Day.

WESTCHESTER PROGRAM

(*Continued from page 49*)

mer job programs cannot evolve successfully out of interest and ballyhoo alone. They need good planning, careful organization, and the operating nucleus of a permanent professional public agency. The State Employment Service is the catalyst to jell the components into meaningful form and direction. Our own Division put time and money into the development of the basic placement organization around which volunteers, local communities, and other helpers could work with unified purpose. The whole was tied in with the permanent local office network in the county, and worked closely with school counselors as an adjunct to our regular high school cooperative program. It was not haphazard, but its flexibility proved most important.

Its value is summed up in an editorial which appeared in nearly every newspaper in Westchester County:

"The recital could go on: of enterprise displayed; opportunities opened or renewed; conformation and discovery of career interest and potentials; and proving of sustained interest and hard work habits of the majority of the young people involved.

"The Summer Youth Program has been a good thing for Westchester, far beyond the basic values of the earnings created and the productive busying of what otherwise would be idle hands.

"It merits even wider community attention and support in finding and offering work opportunities for our young people next year."

Partnership in Training

A. LAUREN RHUDE

On the morning of June 17, 1963, more than 1,000 employees of the Armour & Co. Packing Plant in Sioux City were out of work. Sioux City had lost its largest, most solidly entrenched employer.

During the 3 years since that closing, a crisis in local unemployment turned into a success story. Sioux City met the crisis and now is experiencing an employment level higher than before the Armour closing.

Part of that success story is written in outstanding Manpower Development and Training Act programs, several of which were conducted at Nettleton Business Training College, a private business school.

Through the cooperation of the Iowa State Employment Service office in Sioux City and the State Department of Public Instruction, Sioux City plant employees were among the first to benefit from the start by retraining available under MDTA.

At the time of the Armour closing, a citizens' committee was formed to find ways and means of retraining many of the plant employees and placing them in other occupations. Serving on this committee were the Manager of the Sioux City Employment Service office and the President of NBT College.

MDTA trainees at NBT College have participated in extra curricular activities. These three MDTA students were winners in an essay contest sponsored by a publishing company.

Training Starts

After testing and consultation with many of the Armour employees, various training programs were developed in Sioux City under MDTA. The first program conducted at NBT College for Armour employees started in August 1963, with 15 of the former plant personnel enrolled in a stenographic class. The College already had some experience with MDTA trainees by that time, however, as the first such students had enrolled in February 1963.

Since that first class, approximately 200 students have been trained by NBT College in stenographic, general office clerk, and bookkeeping skills.

Screened by the employment office, the students in these group training programs have compiled impressive records. In addition, there have been a number of individual referrals to programs at NBT College under the plan for less than full class training referrals.

Accepted by Classmates

One of the reasons the MDTA programs have been so successful is the acceptance and cooperation MDTA students have received from their classmates at NBT. For, in addition to training the unemployed for various skills, MDTA is designed to provide opportunities for personal development to improve employability and job prospects.

The enrollment at the college is approximately 300, providing the MDTA students with an opportunity to integrate into various classes and courses available at the 2-year school of business. Some of the specific courses available, such as the finishing course for girls and the grooming and development course for the boys, have helped these students greatly in developing self-confidence and in meeting personal and social obligations. MDTA trainees have also participated in school-sponsored extra-curricular activities and have achieved positions of honor and responsibility.

The great majority of MDTA students have been serious minded and conscientious. Placement of most of these students has been in the fields for which they were trained, and many of them now are holding very responsible jobs in private business.

The Iowa State Employment Service in Sioux City has an outstanding record of placing MDTA students in a variety of programs. The experience of this school has been that not only have highly marketable skills been attained by MDTA students, but also they have been given an opportunity for personal development to achieve complete acceptance in the field of business.

A. Lauren Rhude is President, Nettleton Business Training College, Sioux City, Iowa.

Some Aspects of Interagency Organization

ISAAC FINE

As the Employment Service becomes ever more actively engaged in carrying out its responsibilities as the community manpower services center, its involvement with a wide-range of other community agencies and organizations also becomes both more vital and more complex. Coordination to assure maximum use of each community resource within its area of special competence, while avoiding duplicate or even cross-purpose efforts, is often as difficult at it is important. In this article, the author offers his observations, drawn from recent experience, on the effectiveness of various techniques. The REVIEW welcomes letters or short articles from others who wish to share their views and experiences in this area of interagency cooperation.

Much is said in connection with the War on Poverty about the need for better communication and better coordination. There is an urgent need to develop the dynamics of interagency organization and for refining guidelines and concepts in this area. The following article is written from the viewpoint and scope of the Administrative Office of the Division of Employment Security and its relationships with other governmental agencies only.

In building the Great Society, the fundamental requirement is that each agency carry out its own responsibilities on the basis of a set of organization and management principles applicable to intra-agency activities, since the major effort is intra-agency. What is new and compelling is the need to relate intra- and inter-agency activities on a sound basis. The relationships might be likened to the automobile engine which is indispensble, but other parts must come into play if the vehicle is to move ahead.

Organizational Determinants and Forms

Inter-agency relations take many forms, including frequent person-to-person contact, liaison, meetings, committees, and task forces. The determinants of the most appropriate form are: The degree of inter-related agency responsibility, geographic proximity, and counterpart personnel.

In dealing with the many government agencies which play a role in the War on Poverty, it is necessary for the Division of Employment Security to establish an order of priority based on the degree of inter-related responsibility. In Massachusetts, for instance, the order of priority might be: The State Division of Vocational Education, the Bureau of Employment Security Regional Office, agencies concerned with on-the-job training, the Neighborhood Youth Corps, the Job Corps, the Commonwealth Service Corps (a State agency providing technical assistance to community action programs), the Commerce Department, and welfare and veterans services agencies. However, the exact order of priority is also a matter of judgment, and the degree of related responsibility is not immutable. For example, when the State Welfare Department was given the responsibility to administer title V under the Economic Opportunity Act, the agency was brought into a closer working relationship with the DES. It is necessary to be alert to shifts and changes in agency responsibilities.

The next determinant is ease of access or geographic proximity. Whether the other agency has an office nearby or is located in another State is an essential consideration. Another determinant is whether there is by design a personal counterpart in the other agency with clearly defined responsibilities related to those of the DES supervisor in charge of a particular function. There are other determinants which vary from State to State on the basis of conditions peculiar to a State. For example, in Massachusetts, each of its 351 communities has an autonomous school system (vocational and secondary) and an autonomous welfare board. Combining and applying variations of the above determinants, it might be said that the ideal conditions for an intensive inter-agency working relation include a high degree of related responsibility, convenient locational access, and counterpart personnel.

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This situation prevails for the DES and the State agency for Vocational Education in connection with training under the Manpower Development and Training Act. As a result, inter-agency relations take the form of virtually daily personal or telephone communication. Given the existing combination of determinants, this relationship is both necessary and feasible. In fact, it has been suggested that the MDTA supervisors of both agencies share the same premises.

As for agencies with a lesser degree of related responsibilities, the suggested organizational form is to provide a liaison person to a group of such agencies. The Massachusetts DES has an individual who acts as liaison on a regular basis with the State Departments of Welfare, Commerce, Veterans Services, and the Commonwealth Service Corps. The liaison representative provides a staff contact with the other agencies which permeates down to the local level. However, this does not preclude other contacts on special occasions.

Another organizational form is joint meetings. Top level administrators from two or more agencies should meet from time to time to cope with long-range problems. A formal agenda should be drawn up for such a meeting and supervisory personnel responsible for the subjects under discussion should attend. While the committee is a popular panacea, considerably more analysis is needed to establish sound guidelines for the role of the committee in inter-agency affairs. The Bureau of Employment Security, in issuing instructions for Manpower Development and Training Committees, wisely distinguished between coordinating and advisory committees. This distinction should be kept in mind when establishing committees in other areas of interarea relations. Within the writer's limited experience with committees composed of both government and private representatives, it seems that this combination is an ineffective organizational form. However, if dedicated representatives of all private groups are available with the necessary time and interest, advisory committees should be encouraged. Such broad based advisory committees are potentially valuable if their busy members will attend meetings, and if an active coordinating committee provides the essential underpinning. The Boston (SMSA) MDTA Advisory Committee is one such body. The coordinating committee, among other services, arranges for the Advisory Committee to meet in different places, such as at a vocational school where a number of MDTA courses are in progress and can be observed. As a broad generalization, it appears that an advisory committee will be no more effective than its sustaining coordinating committee.

The "ad hoc" committee set up to accomplish a specific task is a form of committee which merits consideration.

One frequently hears that there is a need for a State level committee to coordinate the War on Poverty. A small committee of top government officials representing the agencies which play a major part in the War on Poverty could perform a valuable service, given certain conditions. These include: Top level support from the State administration, a readiness on the part of the committee members to display a high degree of flexibility, and the acceptance of the leadership of the small committee by other nonrepresented but interested agencies.

The task force is a form of organization which has not been utilized to any great extent, although the Massachusetts DES is participating with the Commonwealth Service Corps in the use of a task force. The Director of a local CAP organization meets with a task force of State level agency representatives who discuss community problems with him and try to help resolve them. While experience is limited, this appears to be a potentially effective device.

Responsibility

Where interorganizational activities are concerned, each agency has the right to make suggestions concerning the other agency's responsibilities. The final decision, however, should rest with the agency charged with carrying out a given function. In the last analysis, much can be and is being accomplished despite differences among agencies as to what constitute sound concepts.

Community Resources

(*Continued from page 47*)

This agreement was reached by meeting with the union and management representatives and explaining to them the advantages of using the resources of the Employment Service. Through the cooperation of the Bureau of Apprenticeship and Training, the Joint Apprenticeship Councils, and the ES local office, a survey is now being conducted to determine the need for an Apprenticeship Information Center.

A Youth Opportunity Center was opened in connection with the local office on February 1 of this year. Effective operation of this office will require even more utilization of the area's community resources. Plans have already been formulated and put into effect between the Youth Opportunity Center and the Southeastern Tidewater Opportunity Program for the recruitment, testing, and screening of youth for the Neighborhood Youth Corps. Also cooperating with the Youth Opportunity Center in the recruiting of potential candidates for the Job Corps are the Medical Department of the 5th Naval District, the local Public Health Service Hospital, the juvenile courts, the Department of Public Welfare, and the area police department. Cooperative arrangements have been made with the local chapter of Women in Community Service by furnishing them desk space and assisting them in the recruitment of young women for the Job Corps.

The local office has been very fortunate in obtaining complete cooperation in its program of service to youth from many community organizations and agencies. *It is our opinion that any office that fails to utilize the facilities and assistance of the entire community is ignoring a most valuable asset.*

New Possibilities Through YOC

Kay made her initial visit to the Youth Opportunity Center along with 75 other young people. Many, like herself, were high school dropouts making their first attempt to find a job; others were high school seniors getting an early start at job hunting; and still others had completed their formal education but were still looking for suitable employment.

Had Kay come in a month later, she may have been frustrated by the long wait so many youths had in mid-June when as many as 800 came daily to the Center. She came, however, before the summer rush when the Center was only 3 months old, so she was able to make her way from application-taking at the reception desk, through the youth advisor, and to a counselor in less than an hour.

Kay is a petite, 16-year-old girl with a lovely face and gleaming hair. She wears neatly the faddish loafers and loose-fitting shifts, a small watch on her wrist, and an inexpensive ring on her finger. To the casual observer, Kay would appear no different from any other American teenager. In reality, her poor teeth overshadow the prettiness of her face, and her dress merely disguises the poverty in which she lives.

Kay lives with her mother in a small frame house on a crowded, narrow street in one of the so-called poorer sections of town. Her father died last November, so she and her mother live on $129 a month social security instead of the $186 they had when her father was living. "The three of us got along o.k. when daddy was alive, but mother and I can't quite make it now. We don't have to pay rent, but there are a lot of other things."

She was quite timid on her first visit to the YOC. She looked at the wall when she talked, covered her mouth with her hand, and blushed quite frequently. At the first session, the counselor talked with her about vocational rehabilitation and the possibility of having her teeth corrected. It was learned that she could see a rehabilitation counselor on Monday, if desired; so the referral awaited only a discussion with her mother. "School? I'll never go back."

On Monday, Kay, her mother, and the counselor went to see the rehabilitation counselor who gave her an appointment for a medical and dental examination. Within a week, Kay's eligibility was approved. Her first dental appointment was set for early July.

During the period that Kay was seeing the rehabilitation counselor, she came to the Center once a week for counseling. It was during this time that she learned a great deal about different types of jobs, considered Manpower Development Training, and took an aptitude test. Since returning to school still seemed to be out of the question, this area was left relatively undisturbed.

Kay's quick response to her counselor's explanation of her dental diagnosis surprisingly provided the avenue for a discussion of her reentering school. From a description of the manner in which pain traveled throughout the nervous system came a discussion of how a person learns; how words build upon words; how success breeds success. The counselor's second major in college was biology—a subject Kay both liked and excelled in while in school.

For the next four sessions, very directed counseling was used to point out the advantages of an education. Knowledge was always held in high esteem; and the practicalities of an education to people in general, Kay in particular, were greatly emphasized. At the end of the fourth hour Kay, though still a little doubtful, gave a sigh of relief, after making an appointment with her high school counselor.

Although the Center's counselor took her to her appointment, the school counselor worked with Kay in setting up her schedule and alerting the teachers to her special problem, which involved excusing her from oral reports and from class when dental appointments were necessary. Kay may have to miss a few days of school occasionally, as her dental work has already had her in bed for several days. Her face swells so much at times that she cannot talk, and her vision becomes blurred.

In January, her dental work will be completed. If her grades are satisfactory, she hopes to enter the in-school work program. Arrangements have been made for the Center's counselor to work with the school in helping her to choose a suitable type of work. This extra money will provide her with clothes and school supplies—the lack of which was one of the primary reasons she dropped out.

With the exception of being a poor reader, Kay has about average abilities for her age group. According to the *General Aptitude Test Battery,* her numerical and spatial aptitudes are about on an average with her 10th grade classmates, while her clerical perception and finger and manual dexterity are considerably above the average.

She has not worked out her long-range plans, but she plans to continue to come to the Center for counseling. The immediate future will bring help in working out things such as time and study schedules. The distant future? Perhaps, after graduation, she will take Manpower Development Training for file clerk, maybe practical nursing. Kay will meet discouragement in overcoming the deprived circumstances in which she was born, but she now realizes that many possibilities lie in her future. Perhaps she will fulfill some of them.

—Georgia Employment Security Agency.

They Found a Better Life

Chuck, age 19 and one of seven children, attended high school and was placed on a work-experience job by the Employment Service. He did well for a year, but decided to quit school to help the family. He found odd jobs but, without a diploma, could not get a "good job."

When Chuck registered with the Youth Opportunities Center at Hunters Point in San Francisco, he was told about the Job Corps and was very interested. During the screening interview, he said he had no record and no problem in leaving town. Finally, he admitted he was awaiting trial for suspected burglary. He had been kept in jail for 18 days and had already been in court nine times on this charge, but the judge seemed to feel the evidence was hearsay. However, on the last morning in court, Chuck pleaded guilty on the advice of a court-appointed attorney. He insisted he was innocent but had become discouraged.

At this point, Chuck began to cry, and the local office manager was called over. She gave Chuck lunch money and told him she would look into his status. She then called the ES supervisor at YOC, who contacted the Community Police Relations Officer at Hunters Point. This court officer said that if he could be enrolled in the Job Corps, he would not have to stand trial. He had known Chuck for a long time and was eager to vouch for him before the judge, which he did the next day.

Chuck was accepted for the Job Corps. When parental consent was sought, his uncommunicative father was hostile but eventually became enthusiastic about the program. Here are some excerpts from Chuck's letter to the local office manager who, incidentally, has been providing lunches for the youths to hold them through the screening period:

The boys all send their warmest greetings which is "Love and thanks for this great opportunity," we're being treated with the greatest housewarming, the rooms are well equipped, there are 4 to a room . . . hope to hear from you soon and wish that everyone could be here, promise that you'll get on your jobs and get more guys from San Francisco up here because they'll like it . . . !

Chuck hopes to make San Francisco proud of him!

★ ★ ★

Jose, an 18-year-old Spanish-American with no father and an alcoholic mother, has been on his own since he was 12. Naturally he dropped out of school. He has had contacts with many social agencies, recognizes his problems, wants help. He had had himself voluntarily confined for psychiatric reasons at one time, but is not a genuinely disturbed person. Some time ago he talked with people in the local office of a western State Employment Service agency who put him through the counseling processes. Temporary jobs were found for him, and attempts were made to remove him from his home environment. An MDTA project was lined up for him in another part of the State, but meantime the job Corps started, and this seemed a better answer. He was accepted and sent to one of the camps. In a letter, he says, "This is the first I can remember having three meals in a day and a clean place to sleep."

★ ★ ★

An industrial school in the Southwest referred to the YOC a young man who can neither read nor write. An MDTA class was beginning which would have been ideal, but he could not qualify for it. However, a private research institute was found which is promoting a teaching machine, along with new techniques for teaching people to read. Although the charge for the course is $150, there are a few openings for charitable purposes, and so arrangements were made with them for the totally illiterate lad. He works half days as a bus boy, then goes to school for half days. He is asked to pay $2 a week if he can afford it, but he must agree to teach another person, with some supervision, at the close of the course. If this plan works, the Institute may take more boys. When the course is completed, he may be enrolled in the MDTA program. His motivation is extremely good, and his boss at the cafe says he is a different kind of boy from the one he knew 6 months ago.

POLICE OFFICER

(Continued from page 21)

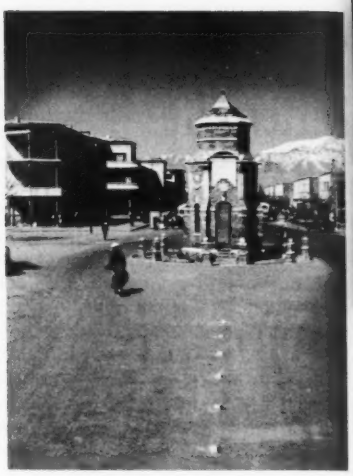
1959 on, had built up a long record of arrests and confinements in juvenile institutions and county jails. He had come to the Youth Opportunities Center in January 1964; in June of the same year he was enrolled in a training class under the Manpower Development and Training Act to prepare for work with a large public utility company. However, after several months of training, the school expelled him from the training program because he was a "behavior problem."

Through arrangements made by the director of the Center, the Police Community Relations Officer met with the prospective public utility employer to try to "sell" this partly trained young man with a long arrest record. The officer was able to explain and interpret the record, show evidences of rehabilitation, and interest the employer in giving the youth a chance. He was hired as a stock clerk—not the occupation in which he had training—with the stipulation that he continue to work toward getting a high school diploma, and also have some needed dental work done. He later was promoted to the occupation in which the MDTA training was given. Today, he is doing well in a job that pays more than $80 a week and offers bright chances for advancement.

While this is not a typical case, it does show the kind of special service that can be performed best by a skilled Police Community Relations Officer.

The proved value of the Police Community Relations Officer to the Center and to the program of juvenile delinquency prevention has prompted the Employment Service to request a similar service in its three Youth Opportunity Centers that have been opened in San Francisco. The Chief of Police has given his approval and three police officers will be serving to meet some of the special needs of youth as active member of the YOC's.

Afghanistan Plans a Manpower Survey



The Dehmazan section of Kabul.

There are an estimated 2,500,000 nomads in Afghanistan.

A. W. AMIRI

When a man thinks of getting something done in his home or his town, he thinks of the problem in terms of the men needed to do the job, the amount of money to be spent, and the equipment needed. This is now the position of the government of Afghanistan as it engages in the task of building a strong and economically independent country. The primary goals are to provide adequate food and housing for the people and to improve their standard of living to a level that will compare favorably with that of the more advanced countries of the world. To accomplish these goals, it is necessary to dam rivers and construct irrigation channels, to build roads and bridges, and to improve farm production, but there is a constant struggle to get the essential 3 M's—men, money, and materials.

Of the three, the most difficult is to develop enough manpower trained and ready to carry out the various and complicated administrative and technical jobs that lie ahead. It may be possible to borrow money and machines from friendly countries without undue loss of time, but it takes much longer to educate and train men to handle jobs requiring skill and experience. It may be easy to set up a factory, but it is difficult to find and train the workers to run it. The government has before it the urgent and important problem of identifying and resolving its manpower needs for the successful completion of development programs under the 5-year plans.

To take stock of existing conditions before launching on new ventures, we are engaging in a study to assess the current employment situation and the incidence of unemployment and underemployment by age, sex, and geographical location. It will be necessary to learn the characteristics of the working population—the labor force—before needs and policies can be clearly defined.

A complete census is planned in the near future to obtain the necessary information. From this census, it will be possible to obtain a more accurate estimate of birth and death rates and the rate at which the population is growing. It will also be possible to know the educational level of the population by regions and provinces and by age and sex, as well as how the population is distributed among urban and rural areas.

The information obtained will provide a basis for decisions on such important issues as the size and rate of investment, and the location and type of developmental and ameliorative activity to be undertaken. The immediate need is to know not only the number of additional

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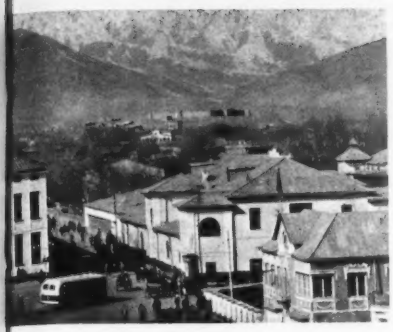
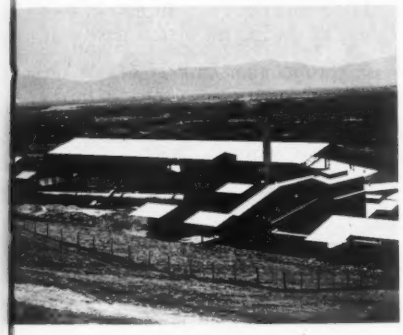


The modern section of Kabul.



The first cement factory in the country, 40 miles from Kabul, has an output of 110 tons a day.

This textile factory near Kabul produces 55,000 yards of material a year.

job opportunities that should be or will be created, but also the improvements needed to lead to better job performance and higher earnings. A Directorate of Manpower has been set up in the Ministry of Planning which is addressing itself to a study of the manpower problems and requirements in urban areas.

It is equally necessary that action be taken to acquire precise knowledge about people living in rural areas. It is essential to know the sizes of individual agricultural holdings and their relation to the sizes of agricultural households. Furthermore, we would like to obtain more accurate information about the average earnings of individual farmers and of an average family. These studies will help the government to determine the need for additional employment opportunities to be created outside the farm holdings and the size of the investment required.

ES Will Collect Data

The Employment Service, established a few years ago in Afghanistan,[1] will serve as the medium for collecting, on a regular basis, a fund of information about the industry of the country and its manpower needs.

Studies are now being made of shortages and also of waste of manpower among the skilled and educated groups. When all of the data to be collected are available, remedial action will be considered to deal with these manpower problems. This action may involve the introduction or expansion of training opportunities. There may be a need for introducing new courses of education or modifying existing curricula in schools, colleges, and vocational institutions. To help those already employed improve their knowledge and skills, it may be necessary to plan for giving instruction outside of working hours. This would result in increased production and higher wages with resultant satisfaction for more people.

The Employment Service will be extremely useful in assigning workers to jobs to which they are best suited.

[1] *See "A Modern Employment Service Beyond the Khyber Pass," EMPLOYMENT SERVICE REVIEW, March 1965.*

An ancient Islam shrine.

When complete and up-to-date information is available about job opportunities, the Employment Service can give better guidance to youths in choosing careers in line with their aptitudes and preferences, and, to others who are already in the world of work, sound advice can be given on choosing new careers.

We hope to make rapid progress in the field of collecting manpower information. As in other fields of government activity, the success of this experiment cannot be achieved without the whole-hearted cooperation of commerce and industry in providing reliable and complete information.

The Jalalabad highway connects Kabul with the Khyber Pass.

Openings and Placements at Postwar February High

A record 459,700 nonfarm placements made in February were reported by the U.S. Employment Service and its affiliated State agencies. This is the highest for the month in the post-World War II period and 9.1 percent over February a year ago. The 1.6 percent increase over the preceding month was greater than seasonal. Despite a decrease in youth job applicants of 1 percent, youth placements, at 110,000 in February, rose 8.1 percent from last year. The tightening labor supply apparent during all of 1965 has continued into this year, with job openings received in February and job openings remaining unfilled at the end of February at record levels for the month since World War II days and the 3.7 unemployment rate the lowest since November 1953.

Forty-five States reported over-the-year placement gains, with the largest numerical increases in California (4,500, or 10.7 percent) and Texas (4,000, or 9.9 percent). In contrast, Florida reported a 2,000, or 10.1 percent, over-the-year decline, largely in services. Among the 15 largest States, all but two (Florida and Massachusetts) registered over-the-year gains.

Placements in all occupational categories except "service" and in all industry groups except "household services" recorded over-the-year gains. As for many months past, the unskilled and semiskilled categories paced the ocupational advances—137,100 unskilled and 72,500 semiskilled placements—with rises of 20.1 and 14.0 percent from February 1965. Professional placements also scored a large over-the-year advance—up 13.3 percent to 22,000 in February. Among industry divisions, over-the-year gains were largest in government—up 37.6 percent to a February total of 17,700—and durable goods manufacturing, which increased 26.8 percent to 65,100, led by the machinery, fabricated metals, and automobile industries.

SMSA's Also Show Placement Gains

In the 56 largest Standard Metropolitan Statistical Areas, nonfarm placements in February totaled 239,800, rising 2.5 percent from the preceding month and 9.3 percent from a year ago. The largest over-the-year increase among ocupations was 27.7 percent in the unskilled group; the national gain was nearly 30 percent. Professional placements advaned 12 percent, compared with 13.3 percent nationally. Among industry divisions, the relatively small government and public utilities groups scored the largest percentage gains from a year ago—about 30 percent each. Durable goods industries had 22.9 percent more placements than last year, somewhat smaller than the national increase in placements in this sector of manufacturing.

Tight Job Market Continues in February

The available labor supply in February, as during all of the past year,

(*Continued on page 74*)

Nonfarm Placements in the United States[1] and in 56 Largest Metropolitan Areas by Occupation and Industry, February 1966

Occupation and industry	Placements				Percent distribution	
	United States		56 areas			
	Total,	Percent change from year ago	Total	Percent change from year ago	Total United States	56 areas
Total[2]	459,700	+9.1	239,800	+9.3	100.0	100.0
Occupation:						
Professional and managerial	22,000	+13.3	16,800	+12.0	4.8	7.0
Clerical and sales	76,300	+8.4	41,500	+4.8	16.6	17.3
Service	129,700	−1.7	72,800	+.3	28.2	30.4
Skilled	22,000	+1.0	10,700	−1.4	4.8	4.5
Semiskilled	72,500	+14.0	31,000	+7.3	15.8	12.9
Unskilled and other	137,100	+20.1	67,100	+27.7	29.8	28.0
Industry:						
Construction	23,400	+6.5	8,200	+11.5	5.1	3.4
Manufacturing	122,000	+20.1	56,800	+15.9	26.5	23.7
Durable goods	65,100	+26.8	31,900	+22.9	14.2	13.3
Nondurable goods	56,900	+13.3	24,900	+8.0	12.4	10.4
Transportation and other public utilities	17,800	+17.0	7,900	+29.7	3.9	3.3
Trade	105,800	+8.6	55,200	+8.7	23.0	23.0
Service	160,900	−.1	97,700	+3.5	35.0	40.7
Nonhousehold	82,100	+9.4	52,400	+12.0	17.9	21.8
Household	78,800	−8.3	45,300	−4.9	17.1	18.9
Government	17,700	+37.6	8,100	+30.1	3.8	3.4
Other	12,100	+6.5	5,900	+7.6	2.6	2.5

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Items may not add to total due to rounding.

SOURCE: U.S. Employment Service, based on data from affiliated State Employment Services.

An Overall Look at Occupational Shortages March 1966

The trend toward increasing manpower stringencies continued during the early months of this year. Indicators of occupational shortages continue to suggest added difficulty in many areas in recruiting workers with the skills and qualifications required by employers. Reports on hiring practices show a greater readiness among employers in most sections of the country to reduce hiring specifications, eliminate arbitrary barriers to employment, accept trainees completing federally financed training programs, or increase on-the-job training programs. There is no evidence as yet that significant bottlenecks in achieving production goals have arisen because of skill shortages. However, anticipation of such a possibility remains a concern of many durable goods manufacturers. The most recent available data underlining these trends are detailed below.

Area Employment and Unemployment

Fifty-five of the 150 major labor areas for which monthly unemployment measures are available are now classified as having relatively low unemployment (about 3 percent or less). This is the largest number of areas so classified for any March since the inception of the present classification system in May 1955.

Among the largest metropolitan areas (1 million or more population), those classified as areas of low unemployment are: Washington, D.C., Atlanta, Chicago, Detroit, Minneapolis-St. Paul, Cleveland, Houston, and Milwaukee. Only 17 major areas, also the lowest number since May 1955, are classified as areas of substantial unemployment (about 6 percent of the workforce unemployed).

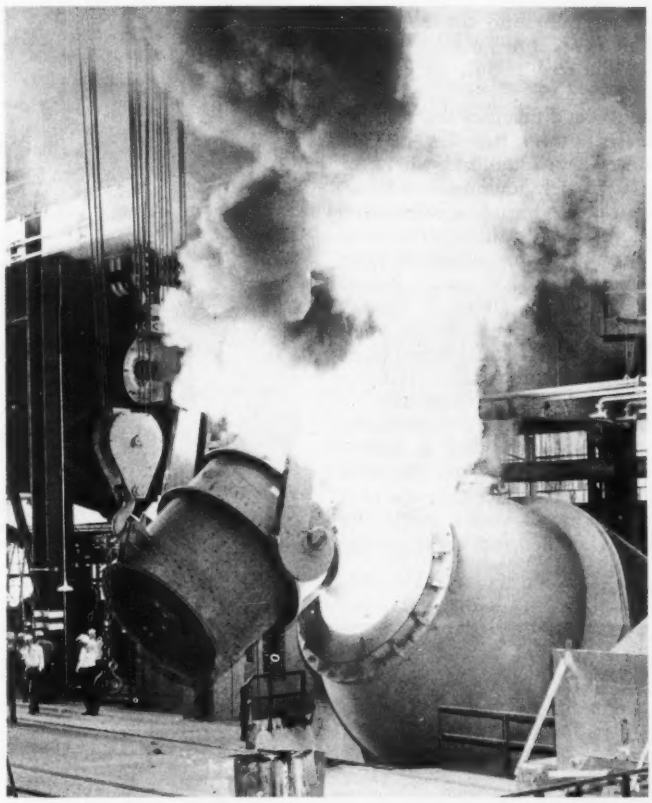
Although regular reports from the major employment centers show a continued downtrend in unemployment rates, there are as yet no major areas which warrant classification in the overall labor shortage category, that is, an unemployment rate of 1.5 percent or less.

Employment Service Activities

ES job openings received and canceled in March were at the highest level for the month since the end of World War II. Unfilled openings were the highest for any month since September 1947. Nonfarm placements have also increased and in March were 11.5 percent higher than a year earlier and at the highest level for the month in the post-World War II period.

Selected Industry Developments

Steel.—An analysis of the manpower situation in principal steel industry centers in February 1966 reveals that manpower shortages are not significantly affecting most of the steel industry at present nor do they appear likely to do so in 1966.



Manpower shortages are not expected to have a significant effect on the steel industry during 1966.

Atlanta, Ga.

These cities are among the eight largest metropolitan areas which were classified as areas of low unemployment.

Estimates of steel output for the year have been revised upward as of early 1966. From a previously expected decline of 2 percent, the projection is for a similar change on the plus side.

The tightest labor demand-supply situation appears to be in the Chicago and Gary-Hammond areas. These two centers account for some 15 percent of the steel industry's employment.

Among the difficulties contributing to the manpower problem in Chicago and Gary-Hammond, where the need is primarily for unskilled labor, are restrictive hiring specifications which inhibit full utilization of local labor supply, belated efforts by some companies to seek ES assistance, and lack of company training programs.

Aerospace.—Recent reports originating from the National Aeronautics and Space Administration indicate that a reduction in manpower requirements for the space vehicle program—variously estimated at several tens of thousands of workers—is scheduled to take place over the next 18 months.

If the scheduled reduction occurs,

Washington, D.C.

Houston, Tex.

it would be an extension of events already set in motion during 1965. In that year (October 1964 through October 1965) missile and spacecraft employment (excluding manned aircraft) declined by 9,000, or 1 percent, compared with the year-earlier decline of 65,000, or 9 percent.

Nevertheless, the downtrend in the aerospace industry as a whole was reversed in 1965 as the manned aircraft segment added 44,000 workers. This caused an expansion of 4 percent for the aerospace industry as a whole.

Several key aircraft centers have scheduled significant job gains for their industry between March and May. Largest such increases are programed for Seattle, Los Angeles-Long Beach, Hartford, Forth Worth, San Diego, and Cincinnati.

Machinery.—Nearly all of the country's largest electrical and nonelectrical machinery centers listed job gains for this industry in early 1966, as compared with year-earlier levels. Scheduled gains to May in this industry in most centers are generally somewhat smaller but more widespread than those in aircraft.

The Nature of Occupational Shortages

Interarea recruitment through the Federal-State Employment Service network—which provides an indication of the nature and trends of shortages in specific occupations—is at its highest March level since 1950, the earliest year for which data are available. Job openings placed in interarea recruitment by State Employment Services in March 1966 topped 47,000—an increase of over 85 percent from the same month a year ago.

There was a substantial increase in these hard-to-fill job openings for every major occupational group. Hard-to-fill needs for professional workers increased by almost a third, needs for production workers nearly tripled, requirements for clerical and sales workers nearly doubled, and unmet needs for service workers jumped over 75 percent between March 1965 and March 1966.

Among professional occupations, the largest numbers of hard-to-fill openings—as evidenced by interarea recruitment data—are in engineering and health related specialties. Locally unmet needs for engineers nearly doubled over the year, with the largest increases in the big specialties—mechanical, electrical, and industrial engineering. Hard-to-fill needs for draftsmen—largely in aircraft, shipbuilding, ordnance, contract construction, and engineering and architectural services—zoomed during the past few months.

Interarea recruitment of draftsmen at the end of 1965 topped the 1,000 mark for the first time in more than 8 years; since then, more than 600 additional hard-to-fill draftsmen openings have developed.

Despite universal recognition of the difficulty in recruiting nurses and other health service workers from other areas because of the frequent limitations upon the mobility of women workers, interarea recruitment for medical service workers in professional and semiprofessional occupations increased 63 percent over the year.

Among production workers, demand continued to increase in locally hard-to-fill skilled occupations such as metalworkers, particularly machinists, tool and die makers, and machine operators. Similarly, needs for hard-to-find pattern and model makers multiplied significantly in the first quarter of 1966, as recent large contracts in the aircraft industry pushed hirings for this type of worker.

Interarea recruitment for semiskilled metalworkers also increased in many areas in late winter. The recent step-up in aircraft particularly has promoted additional interarea recruitment for semiskilled workers needed by this industry.

A noteworthy development in recent interarea recruitment is the unusual increase in the number of unskilled workers sought through this system. Although normally below 100, the number of unskilled workers sought through interarea recruitment has been increasing steadily since late 1964, and during each of the past 6 months, it exceeded 1,000. While the data reflect in part, unreasonable hiring specifications set by employers in some major areas, as well as some seasonal factors, they also result from increasing difficulty in many areas of recruiting some types of low skill workers from available labor supply.

The latest survey of job market conditions for engineers, scientists, draftsmen, and technicians in 30 major labor areas further substantiates the trends reflected in interarea recruitment. Toward the close of 1965, engineers, scientists, draftsmen, and other technicians seeking jobs through State Employment Service offices in the 30 reporting areas were at the lowest level in the 8-year history of this report. Applicant supply dropped by 44 percent over the year to 8,700.

During the same period, jobs listed approached the previous peak reached during the missiles and space buildup in mid-1962. Openings rose by 55 percent to 7,600.

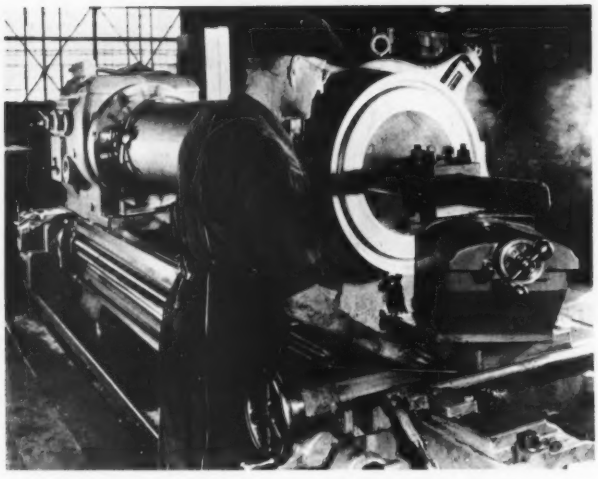
The situation was tightest in drafting and engineering specialties. For the first time on record, in November 1965, there were more openings than applicants for drafting jobs in reporting offices. A year earlier, there had been more than three applicants to every opening. Prior to that, these public employment offices usually had four or more applicants to each job opening for draftsmen.

Similarly, among engineers, this was the first time in the history of the series that applicants and openings were nearly in balance. The situation was tightest among mechanical, civil, and aeronautical engineers—three specialties in which openings exceeded applicants.

Developing Labor Supply

As the rate of unemployment declines, MDTA graduates become an increasingly important reservoir of additional manpower for hard-to-fill openings. Approximately 345,000 persons have been enrolled in MDTA institutional training programs since the inception of the program in 1962. Almost one-third of these persons have enrolled since mid-1965.

Three-fifths of all institutional training undertaken through 1965 has been geared to training workers in



Demand continued to increase for machine tool operators.

occupations that are most frequently reported in short supply throughout the country. Some 187,000 persons have completed classroom training in such occupations since the inception of the Manpower Development and Training Act in late 1963. Roughly three-fourths of these found jobs soon after graduation. Included among the trainee graduates were 15,000 metalworking machine operators, 12,000 each of welders and auto mechanics, 22,000 licensed practical nurses and nurse aides, and 5,600 each of draftsmen and electronic assemblers. At the same time, the MDTA program is expanding assistance to persons who are particularly disadvantaged as evidenced by the increased proportions of nonwhites and jobless teenagers included in training activities during the past year.

Nonwhite participation in MDTA courses rose from about 30 percent in 1964 to 34 percent in 1965; during the past year, nonwhites constituted about one-fifth of the Nation's unemployed.

The proportion of trainees under 19 years of age rose from 15 to 18 percent during the same period. Participation of the long-term unemployed in MDTA institutional training, while experiencing little change from 1964, remained about double the proportion of this group among the Nation's unemployed.

Mass layoffs of 100 or more workers reported to the USES during the last 6 months, when unemployment levels have been on the decline, show that such cutbacks (excluding temporary layoffs) have totaled between 2,000 and 7,000 workers a month. A high proportion of the workers laid off, in Federal facilities and in large durable goods manufacturing companies, appear to be securing alternate employment readily, either with the same employer or with other establishments in the same type of industry.

Draft Deferment

The Interagency Advisory Committee on Essential Activities and Critical Occupations has completed its study of the petitions of 10 industries for inclusion on the list of Essential Activities. As part of this study, the Labor Department's technical subcommittee has completed studies of the occupational demand-supply situation in the 10 activities.

Several other petitions were received and the Executive Secretary has met with representatives of 25 additional industries. More than 30 industries requested petition forms and over 2,000 booklets were distributed to individuals and associations.

The Labor Department subcommittee of the Interagency Advisory Committee is finishing the reconversion of codes for the list of critical occupations. They have begun a review of these occupations to determine those to be added and those to be eliminated.

Public employment offices throughout the country had nearly 1 million job openings listed by employers and available during February, the highest for that time of year since the end of World War II.

Experimental job vacancy surveys conducted in 16 pilot areas in 1965 indicated that job vacancies registered with the public Employment Services account for about a third of all job vacancies in the Nation and are generally representative of the kinds of jobs for which employers need workers.

The Employment Service survey also showed that some employers in key centers are meeting the problem of skill shortages through increased use of overtime, job simplification, relaxation of hiring specifications, and expanded training. However, since shortages are still of the spot variety, rather than general in character, many employers have not yet recognized the necessity for improving the utilization of available manpower in the current tighter job market.

To obtain the fullest possible employer cooperation with the President's program to deal with manpower shortages, Secretary of Labor Wirtz urges State Employment Services to intensify their efforts to help employers resolve the problems associated with the spreading shortages of professional, technical, and skilled manpower evident in many of the Nation's important industrial centers.

Coming in June . . .

"Cold War GI Bill"

More ES Services for More Veterans

Nationwide Shortage Develops for Draftsmen

ALVIN SAILE
and NORMA AUSMUS

A serious shortage of draftsmen currently prevails in many of the Nation's industrial centers. Steadily growing employer requirements during 1965 were accompanied by marked reductions in the available supply of draftsmen applicants, and the shortage has accelerated in the first 3 months of 1966. The current intensification of employer needs and the diminished supply of draftsmen jobseekers rivals previous peak periods of shortage in this occupation during the economic upturn of 1956–57 and the Korean conflict.

As the supply of available draftsmen in many local areas dwindled, employers resorted to a more widespread effort to seek candidates from other areas throughout the country. Late in 1965, job openings listed at the public employment offices in major industrial centers exceeded jobseekers registered for the first time in the 8 years these data have been collected. By the beginning of February 1966, unfilled openings were considerably in excess of applicants. A year earlier, there had been more than two applicants to every opening. Prior to that, these public employment offices usually had four or more applicants to each job opening.

Alvin Saile and Norma Ausmus are Labor Economists in the U.S. Employment Service.

Draftsmen Needed in Many Industries

The rising trend in needs for draftsmen and difficulty in recruiting them has been underway since the last quarter of 1964. Continued expansion in manufacturing spurred the growth in demand for these workers through 1965. Also contributing was the high level of expenditures for plant and equipment. Many industries sought to meet increased production goals by adding to or modifying existing production facilities, and by introducing improved technology. Toward the end of 1965, stepped-up defense and federally financed aerospace procurement further stimulated the search for draftsmen.

In recent months, it has been evident that a large part of the additional openings were for assignments related to industrial construction-oriented activities—from the erection of physical plant to the installation of machinery and equipment. Functional adaptations of engineering concepts and design, ranging from an entire plant layout to a product process or to the design of a single component part of machinery, were basic work assignments available to draftsmen.

It is not surprising, with the rapid increase in contracting for commercial jetliners, military aircraft including helicopters, and component parts, that aircraft manufacture accounted for a major share of all openings for draftsmen in recent months. Many specialists were needed, especially mechanical draftsmen, production illustrators, detailers, and some tool designers.

Demand was nearly as strong from consulting engineering and architectural establishments and contract construction firms. Many employers uti-

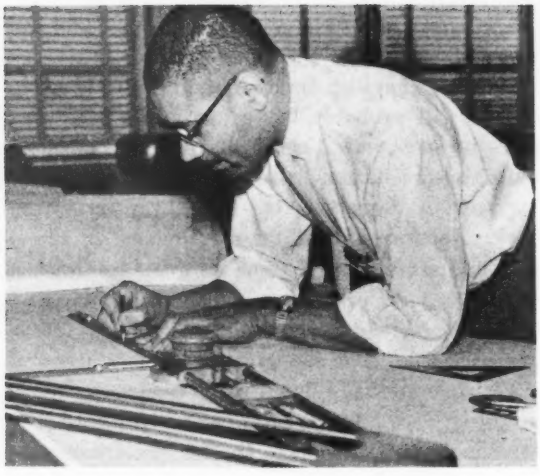


Photo courtesy President's Committee on Equal Employment Opportunities.

lized these service firms on a contract basis for the design and redesign of industrial facilities. In addition to large numbers of mechanical and architectural draftsmen, these firms sought applicants versed in heating, ventilating, and air conditioning of industrial facilities, those experienced in the design of piping systems and pressure vessels, and detailers and other specialists.

Other industries had significant job opportunities for draftsmen also. Federal Government agencies were in need of draftsmen with various specializations for the design and construction of nuclear-powered ships and for mapmaking. Recent missile and aerospace contracts led to openings for electrical draftsmen. Metal fabricating firms sought draftsmen familiar with the stress of metals and reinforced concrete structures, as well as with the design of fabricated metal equipment, such as marine boilers.

Additional Trainees Needed

The dearth of qualified applicants has resulted in increasing calls for trainees, as employers in many areas relaxed hiring specifications. Experience requirements have been virtually eliminated, along with age barriers. Among inexperienced applicants, employers have preferred graduates of Government-sponsored MDTA training courses. In addition, employers were reporting in-plant training of their workers for the purpose of promoting them into draftsmen positions. Many employers have been quite willing to accept inexperienced technical or high school graduates who had completed a year of mechanical drawing and had some courses in mathematics. The engineering college dropout has been able to find opportunities above the junior draftsmen level. However, recruitment for some assignments related to particular components or structural design problems was restricted to experienced senior design specialists.

Local Office Activities

(*Continued from page 68*)

was below the year earlier level. New job applications, at 851,800, declined 5.1 percent to their lowest for the month in 4 years. On the demand side, 644,100 job openings were listed by employers in February, 15.6 percent more than a year earlier. Job openings remaining unfilled at the end of February totaled 344,400, 51.5 percent more than last February. Both openings received and openings unfilled were at the highest for the month in the 19 years these data have been available. Job openings canceled in February, at 162,000, were also the highest for the month in the post-World War II period and 26 percent above last February.

The tight job market was even more pronounced in some of the major SMSA's. For example, in February, the following SMSA's reported an over-the-year rise in unfilled openings far exceeding 100 percent: Hartford, Honolulu, Indianapolis, Rochester, and Seattle. Furthermore, in three of these areas (Hartford, Rochester, and Seattle), the number of openings remaining unfilled approxmated 50 percent of the number of unemployed. However, previous national surveys of occupations in unfilled openings show much larger proportions of jobs in professional and skilled categories than there are persons with such qualifications among the unemployed.

Counseling and Testing

In February, 122,200 individuals were initially counseled and 218,500 counseling interviews were held. While initial counseling interviews were virtually unchanged from a year earlier, total counseling interviews rose 6.2 percent. Reflecting their special needs, about 3 out of every 10 youth applicants were counseled in February, compared with 1 out of 13 in the age 22 to 44 group and 1 out of 14 in the age 45 and over group. Some 17,300, or 14.2 percent of all initial counselees in February, were MDTA trainees.

Individuals were given 223,500 aptitude and performance tests in February, an increase of 6.2 percent over the preceding month and 5.5 percent over a year earlier. Some 23,900 tests—one out of every nine—were given to MDTA trainees in Employment Service offices during the month.

Farm Placements

Farm placements totaled 88,000 in February, a decline of 12 percent from a year ago. The downtrend in farm placements and employment over the past several years continues to reflect the increased pace of mechanization and use of improved methods on the Nation's farms, as well as the increasing rate of urbanization. Some 11,200 of the month's total represented placements of youth under age 22.

U. S. GOVERNMENT PRINTING OFFICE: 1966 O - 214-096

Local office services under cooperative ES-school programs for high school graduates and dropouts, school year 1964–65

Region and State	High schools served	Graduating students in high schools served		Counseling interviews with registered graduating students in high schools served			Registered graduating students given tests		Nonagricultural placements of registered students			Registrants under program for "dropouts"	
		Total	Number registered with ES	Total	Initial	Interviews using USES interest check list	GATB	Proficiency tests	Total	Individuals placed		Total	Placed in nonagricultural jobs
										Number	In permanent jobs (6 months or more)		
Total	9,948	1,725,468	633,210	502,318	333,361	153,682	324,595	101,676	116,785	102,004	78,354	73,122	27,687
Region I:													
Connecticut	151	35,454	16,227	3,310	2,437	600	2,511	1,144	3,774	3,247	2,572	3,026	1,276
Maine	170	13,845	7,553	6,295	5,843	1,873	8,514	731	788	745	696	476	49
Massachusetts	257	44,110	15,487	17,664	11,769	10,326	11,443	1,972	1,537	1,465	1,298	2,555	835
New Hampshire	101	10,153	2,850	3,965	2,392	2,049	2,647	0	258	240	215	195	85
Rhode Island	53	11,400	2,938	1,851	1,369	377	268	1,274	741	705	561	1,154	266
Vermont	48	3,558	1,259	1,186	921	157	1,081	120	338	324	189	83	11
Region II:													
New Jersey	198	59,091	11,480	8,374	7,342	1,586	7,925	651	1,304	1,110	925	2,430	926
New York	665	166,694	55,006	39,180	22,874	7,411	12,944	15,091	13,758	12,731	11,846	7,963	9,356
Puerto Rico	135	20,379	11,303	9,494	5,066	0	5,011	3,150	1,121	1,060	663	66	54
Virgin Islands	6	330	191	12	5	3	45	62	50	50	50	240	140
Region III:													
Delaware	33	5,987	2,548	2,085	1,911	0	2,548	0	110	110	77	709	169
District of Columbia	19	5,103	2,856	1,598	1,403	1,236	1,506	15	872	741	325	2,416	999
Maryland	124	28,931	6,475	8,076	6,225	0	6,338	799	1,189	1,121	961	0	0
North Carolina	396	42,773	18,441	17,627	13,890	7,929	16,687	1,352	3,906	3,490	3,061	267	138
Pennsylvania	721	145,584	71,483	57,219	31,850	20,645	27,733	7,132	12,131	11,522	8,330	5,895	1,549
Virginia	204	28,519	12,730	9,474	7,174	6,285	7,862	1,200	2,126	2,039	1,709	1,394	386
West Virginia	139	16,152	7,495	9,304	4,975	4,833	5,003	510	916	860	697	185	63
Region IV:													
Alabama	197	21,847	8,450	6,981	6,062	154	6,582	2,516	1,307	1,204	1,131	400	124
Florida	179	49,175	12,932	9,491	6,569	5,040	5,808	4,337	2,809	2,311	2,068	1,003	382
Georgia	162	19,265	6,693	6,168	4,520	4,209	5,100	937	1,719	1,429	1,170	2,678	726
Mississippi	304	26,841	11,440	18,996	9,619	6,749	8,727	1,097	1,957	1,860	1,678	302	155
South Carolina	148	19,251	6,330	5,184	3,825	2,545	4,075	1,227	1,214	1,143	1,037	663	204
Tennessee	197	25,873	11,096	9,070	7,606	5,427	9,602	1,144	1,711	1,621	1,448	227	119
Region V:													
Kentucky	237	30,132	13,782	12,042	10,729	9,819	10,618	2,218	1,605	1,592	1,399	543	122
Michigan	126	34,772	12,904	2,485	1,749	1,032	1,605	2,977	2,161	1,850	1,501	1,479	183
Ohio	439	92,956	30,456	12,694	10,687	8,091	13,479	7,565	3,733	3,635	3,320	2,406	85
Region VI:													
Illinois	395	83,143	30,833	22,256	16,110	849	15,746	2,362	5,348	4,524	3,615	11,146	1,672
Indiana	174	23,661	11,409	4,850	4,627	1,291	5,275	2,066	3,625	2,867	2,443	679	176
Minnesota	284	39,496	14,281	11,630	6,698	1,982	7,062	3,861	2,465	2,128	1,492	587	325
Wisconsin	391	60,641	29,778	22,435	16,991	8,522	16,245	9,043	4,052	3,622	2,739	315	79
Region VII:													
Iowa	97	14,289	3,845	1,795	1,352	961	1,396	1,112	722	703	555	729	188
Kansas	127	17,251	6,486	4,734	3,084	0	3,016	660	972	840	420	491	111
Missouri	251	24,074	8,937	8,328	4,947	949	3,768	2,014	790	750	607	5,949	1,547
Nebraska	179	9,408	5,144	6,187	4,801	306	5,538	444	1,546	1,219	755	88	73
North Dakota	117	3,347	2,654	2,828	2,074	263	2,352	640	287	115	65	144	102
South Dakota	99	6,642	3,422	4,365	2,642	7	2,673	345	889	600	331	69	23
Region VIII:													
Arkansas	195	16,710	7,468	8,150	5,115	4,345	5,099	1,462	2,228	1,731	1,353	670	435
Louisiana	125	19,365	5,280	3,412	2,008	169	1,654	1,372	753	653	584	822	197
New Mexico	92	12,470	6,751	6,297	3,628	3,031	3,615	490	782	658	549	254	135
Oklahoma	104	11,079	5,391	4,250	3,453	2,465	3,243	592	1,169	905	596	393	225
Texas	272	59,544	18,925	8,758	5,632	1,654	5,284	5,344	5,534	4,580	3,332	2,774	1,566
Region IX:													
Colorado	64	13,899	8,808	6,877	2,595	2,560	6,058	201	1,718	1,190	798	741	259
Montana	82	8,062	31,176	3,062	2,189	1,853	2,176	479	1,416	781	427	614	148
Utah	80	17,737	694	[1] 575	265	17	456	320	499	341	122	297	60
Wyoming	37	4,332	1,437	1,118	875	462	853	144	382	336	120	184	61
Region X:													
Arizona	52	10,500	7,433	2,704	2,075	287	3,089	549	3,894	3,824	1,837	1,041	316
California	620	212,370	48,892	41,781	27,709	925	20,620	3,089	7,985	5,734	3,169	4,976	1,067
Guam [2]													
Hawaii	32	8,857	4,165	1,874	1,629	28	1,532	32	523	508	210	(2)	(2)
Nevada	33	5,160	4,377	2,109	1,497	1,669	1,627	162	1,290	1,222	614	542	172
Region XI:													
Alaska	29	2,534	1,176	536	429	21	438	244	238	209	80	80	21
Idaho	120	11,255	2,715	2,751	2,681	2,010	2,715	811	919	871	545	434	236
Oregon	209	30,539	13,553	18,822	10,124	7,709	9,093	1,783	1,938	1,440	1,152	348	91
Washington	189	40,928	15,775	20,009	9,319	971	8,310	2,834	1,686	1,448	917	NP	NP

[1] Data on counseling and testing not strictly comparable.

[2] Information not available.

NP—No provision.

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